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ABSTRACT

Results of a conference on girls' and women's access to education in eight countries in Asia and Oceania are reported. The countries--Afghanistan, Bangladesh, India, Indonesia, Nepal, Pakistan, Papua New Guinea, and Thailand--show significantly less enrollment of females at various levels of education. The document is organized into five chapters. Chapter I briefly summarizes the current educational and social environment in the eight countries and discusses programs to overcome inequalities. Chapter II summarizes factors affecting equal access to education for females, the sources of which are educational, economic, and socio-cultural. Chapter III identifies programs and alternative approaches to the provision of equal educational opportunities for females. Some suggestions are for awareness-raising groups, national programs to educate men and women about their roles, legislation to support the status of women, relevant curricula, alternatives to formal education, and research. Chapter IV discusses needs for regional and international cooperation and Chapter V lists 42 suggestions and recommendations, some of which are flexible school hours, day care centers, incentives to school attendance, employment of women in government positions for planning and executing educational programs, examination of textbooks for sex bias, and availability of vocational and technical education for females. Appendices provide individual country reports, the conference agenda, and a list of participants. (KC)

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EQUALITY OF EDUCATIONAL OPPORTUNITIES FOR GIRLS AND WOMEN

Report of a Meeting of a Consultative Panel
for Asia and Oceania
1-8 October 1979

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INTRODUCTION

In pursuance of Resolutions 1/1.3 and 6.3/1 adopted by the General Conference of Unesco at its Twentieth Session and in following up Recommendation 9 of the Fourth Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia and Oceania, a meeting was held of a Consultative Panel for Asia and Oceania for Equality of Educational Opportunities for Girls and Women at Bangkok from 1 to 8 October 1979. The Meeting was organized by the Unesco Regional Office for Education in Asia and Oceania and was attended by participants from eight Member States of the Asia and Oceania region which show significantly less enrolment of girls and women compared with boys and men at one or more levels of education. Four UN agencies and three Non-Governmental Organizations sent observers to the Meeting. (Resolution 1/1.3 and 6.3/1 and Recommendation No. 9 are given as Annexes V and VI).

The terms of reference of the Meeting were:

1. To contribute to a better knowledge of the obstacles to be overcome if women and girls are to have equal opportunities for access to, and success in, education at all levels and of all types and are to be able to participate fully in cultural, social and economic development of Member States.

2. To identify these obstacles and further the means for their removal.

3. To strengthen collaboration between United Nations and other agencies within the framework of the United Nations Decade for Women.

In opening the Meeting, Mr. Akihiro Chiba, Director a.i. of the Unesco Regional Office for Education in Asia and Oceania welcomed participants and observers and gave an address outlining the work plan of the Meeting. The Meeting then elected its officers: Mrs. J. Anjani Dayanand (India) as Chairperson; Mrs. Elizabeth Yip (Papua New Guinea) and Mrs. Mallika Nitayaphorn (Thailand) as Vice-Chairpersons and Dr. F.F. Rahman (Pakistan) as Rapporteur.

The Meeting held its deliberations in plenary sessions and two separate working group sessions. In the first working group sessions, the situation in formal education for girls and women was discussed; Group A dealing with pre-primary, primary and primary teacher education, while Group B dealt with secondary, tertiary and vocational education.

The second working group sessions, considered non-formal and informal education, Group C dealt with girls and Group D with women.

The participants placed on record their thanks to Unesco for convening the Meeting and their appreciation to the Unesco Regional Office for Education in Asia and Oceania and the Government of the Kingdom of Thailand for their support and co-operation.

Chapter One

SUMMARY OF COUNTRY STUDIES

The present situation

1. Although all countries report no legislative or administrative discrimination against girls and women in the provision of educational opportunities, all report that fewer girls participate in formal educational activities at the primary, secondary and tertiary levels. The range of discrepancy between boys and girls, men and women in school and college varies a great deal between countries and in most countries, within the countries.

2. Many reports mentioned the need to enforce laws designed to ensure full educational opportunities for girls and women and some referred to the need for a revision of legislative and administrative practices. Some reports indicate that a major obstacle to equality of educational opportunity for girls and women is in the attitudes of parents and communities.

3. In Afghanistan and Nepal there are more than four times as many boys than girls attending primary school. In Bangladesh, Pakistan and parts of India, twice as many boys attend primary school as girls, the situation is a little better in Papua New Guinea and approaches equality in Indonesia and Thailand. At the secondary and tertiary levels the discrepancy is greater although not greatly so in Indonesia at the secondary level and in Thailand at both secondary and tertiary levels. Although the participation of girls in tertiary level education is satisfactory only in Thailand, it is improving quite rapidly, particularly in India and Bangladesh.

4. Drop-out and wastage seem to be greater among girls than boys and is particularly severe in Bangladesh, Nepal and Pakistan where, as with boys, there is a large drop-out in the early years of primary schooling. It is significant that countries and states where total enrolment is particularly low, show the greatest difference in the boy/girl ratio.

5. Both Papua New Guinea and Indonesia report new social changes, for example, new kinds of employment and social disruption, as being factors in girls leaving school early. These factors seem mainly to influence secondary and tertiary level girls.

6. All countries mention social cultural and economic factors that inhibit the participation of girls in schooling. The requirement of many parents that girls should help in the home or fields, must be a major factor in non-enrolment and early school

leaving; where there are economic constraints, parents in most countries prefer to spend what they can for the education of boys.

7. In Afghanistan, Bangladesh, Nepal, Pakistan and parts of India, cultural and religious practices tend to mitigate against girls' participation in formal education. This can be as negative as a widespread belief (17% of parents in one country) that girls should not attend school at all, to a requirement that education should be provided separately for boys and girls. This often results in provision for boys only. Early marriage still results in early school leaving although this is a diminishing factor in India. There is some evidence from India that a good education is an asset in securing a good marriage and this may account for a relatively low female drop-out rate at the secondary level in many countries. It seems that this is a new incentive to complete secondary schooling to add to the direct advantage of a better education for life. This may also be a factor in fairly rapid increase in female participation in tertiary education in a number of countries.

8. A shortage of female teachers is given as a negative factor in the enrolment of girls in schools. Improving female participation in tertiary education, reported in all studies indicates that this situation may improve. This will not be sufficient however, as many countries report that the physical condition of schools and their siting often discourages the attendance of girls and the employment of women teachers.

9. Several countries report a high correlation between school participation and literacy. It does seem that increased school participation results in even greater participation in a following generation. In particular educated mothers will usually support the education of their daughters. This point is specifically referred to in the studies from Afghanistan, Pakistan and Indonesia.

Programmes to overcome inequalities

10. There are a few, though not as many as might have been expected, programmes designed specifically to overcome inequality of educational opportunity. In India, there are some state interventions. Some have been direct, in the provision of school materials, scholarships to improve and reward attendance and special training of women teachers. These have now been absorbed in a large programme to provide universal education for all boys and girls between 6 and 14 years of age. All that remains of a selective element to favour girls is a programme to provide housing for women teachers. There is no need to regret this development as the universalization of the education programme will necessarily be directed mainly at increased enrolment and attendance of girls, as most children not in school in India are girls.

11. Other countries report interventions by the government but none report striking success. It is important to consider whether a universal non-selective programme is sufficient or whether there should be persistence in compensatory programmes aimed to serve girls and women.

12. Governments are making special efforts to provide non-formal education for older girls and women. These programmes usually include education for literacy, numeracy, home management, child care, health, sanitation, nutrition and almost always skill development for productive employment.

13. One lesson seems clear; when facing a deep rooted, persistent problem such as inequality in educational opportunity based on ignorance and prejudice, only careful long-term programmes of intervention are likely to succeed. It is perhaps an acceptance of this view that has resulted in many countries establishing government departments and even ministries specifically created to deal with problems facing women and girls.

Country studies of one programme

14. All programmes described were related to the governments own educational system. The programme described in Pakistan aimed at serving primary level girls, whereas in Nepal, the aim is to increase the provision of primary schooling for girls by recruiting and training rural girls to become teachers. All other programmes are aimed at more or less mature women.

15. In Afghanistan, the government has mounted a very large scale adult literacy programme in which the needs of girls and women are being specially catered for.

16. The Women's College scheme in Bangladesh and the Condensed Courses for Women in India aim at providing an academic education, to enable women to enter professional employment such as teaching and social welfare work. In the case of Bangladesh there is government support of private institutions whereas in India both private and state government institutions are assisted. The Bangladesh scheme provides general education at the tertiary level. In India, the courses are at the secondary level and are seen as preparatory for professional courses. Both schemes aim at serving socially and economically disadvantaged women.

17. The Indonesian programme 'KEJAR' is a non-formal educational programme using small community learning groups aided by carefully prepared and sequenced booklets to provide basic knowledge, vocational training and skills for home making. The Thai Community Development Programme also reaches small communities and emphasises the acquisition of skills for life and work. The Papua New Guinea Programme described is in a formal educational

institution carefully planned to satisfy employment needs.

18. The 'Mohalla' programme described in Pakistan is old in its base in Pakistani society but new in its support from the government. Mohalla schools are traditional Islamic schools for girls operating in all communities and under the direction of an older and respected woman of the community. The teachings of the Quran and Islamiat are an essential component of the Mohalla courses but preparation for home making is also provided. With government support, to include educational supplies, there is a prospect of a wider range of instruction to prepare girls for a changing life ahead of them.

Chapter Two

FACTORS AND OBSTACLES AFFECTING EQUAL ACCESS TO EDUCATIONAL OPPORTUNITY FOR GIRLS AND WOMEN

Formal education

19. Despite several decades of educational development less than half the girls in Asia and Oceania receive a complete primary education and a much smaller proportion have access to secondary, tertiary or vocational education. Equal access to school education has been achieved in a few countries only and in many, sex disparities are marked at every educational level. Although the situation often differs from country to country, it is possible to determine the major factors that appear to limit access to education in the majority of the countries in the region. In every country, the problem of access is multi-dimensional; educational, economic and socio-cultural factors are largely inter-dependent.

20. The majority of countries in the region have been classified as economically developing societies and the problem of equal educational opportunity is therefore linked with the economic constraints which limit the provision of adequate primary, secondary and tertiary educational facilities. In every country, schools are overcrowded and children are without school accommodation. The situation is worse at secondary level where schools are few and far apart in rural areas. University and other forms of tertiary education which form the apex of the educational system are the needle-like top of the educational pyramid. The problem of educational provision is further complicated by the lack of data which would assist in educational planning and in the optimum utilization of resources.

21. Available institutions suffer from a lack of adequate buildings, laboratories, libraries, equipment and from a shortage of qualified teaching personnel, particularly in remote areas. Girls are particularly disadvantaged by the fact that in countries with difficult terrain and lack of transport facilities, access to schools is even more difficult for girls than for boys. In many countries, this geographical factor has militated against girls obtaining access to secondary education. In conservative societies, lack of women teachers in remote areas has been an inhibiting factor to increasing participation.

22. The formal education system has its inherent weaknesses which adversely affect participation. The insensitivity of the administrative machinery and the rigidity of the educational structure prevents adjustment to socio-economic needs which influence

school attendance. In rural agricultural communities, for instance, school terms are seldom adjusted to the demand for juvenile labour during harvesting seasons with the result that large scale absenteeism leading to "dropping out" from schools is a common phenomenon. Similarly, the rigidly uniform curriculum is dysfunctional in the social context of children of disadvantaged families whose economic needs require a different orientation of the school programme.

23. Where girls are concerned, the sex-role stereotyping reflected in school textbooks, in curriculum options and in the performance of girls in supposedly 'masculine' subjects such as mathematics, physical science and mechanics, limits equal opportunity by reducing the level of aspirations and achievement.

24. Where educational opportunities are available, barriers to equal utilization of opportunity are clearly seen in circumstances in which parents bear the cost of education or need the labour of their children to supplement the family income. Inability to pay fees, and purchase books, equipment and clothes, compel parents to invest in the education of their sons, whom they see as a source of future family support, in preference to their daughters, whose economic contribution could well be to a different household. Priority is therefore invariably given to the education of boys.

25. The cost of lost opportunities to earn, while attending school, in countries in which child labour has economic value, is further compounded in the case of girls by the norms which ascribe to girls and women the special domain of household responsibilities. Working mothers are dependent on the assistance of their daughters in looking after younger siblings and in innumerable household chores except in circumstances where the extended family network is still available or where affluence permits the employment of domestic aides. It is not uncommon therefore to see girls in both urban and rural economically deprived families ministering to children little younger than themselves, and drawing water, collecting fuel, cooking and cleaning the house when they should be in school. Boys are less affected by such demands since a distinction between the private domain (female) and the public domain (male) is widely accepted in the social consciousness of men and women.

26. Countries in which adequate employment opportunities are not available lack the economic incentive of an education system that leads to employment. In many countries vocational education is the weakest sector of the education system and the link between education, training and employment, which in the eyes of parents gives relevance to investment in education, is conspicuous by its absence. A system of vocational education is not effective if it does not help to bridge the hiatus between education and employment. Girls are even more disadvantaged than boys in this respect since

the cultural demarcation of the labour market into 'masculine' and 'feminine' jobs confines them to a narrow range of conventional programmes and traditional skills which are inadequate to meet emerging economic needs.

27. Norms which influence the curriculum and the employment structure have been identified. A whole range of attitudinal barriers restricts the access of girls and women to general and vocational education. They stem from an image of women exclusively as home makers, and as passive and pliant units in a social system which confers on them a subordinate status. Parents, the community and leaders have negative attitudes towards the education and employment of women. Early marriage removes women prematurely from the educational scene and in some countries marriage is a barrier to re-entry into the education system. Conservative parents fear that education will make their daughters less amenable to custom and tradition and thereby disrupt the mores of their social system. Employers look askance at women who aspire to training and employment in non-traditional areas.

28. Women themselves are culturally conditioned to accept an inferior self-image which becomes a barrier to the utilization of educational opportunity. The lack of acceptance of the concept of shared responsibility and work in the home by both men and women makes it difficult for married women to continue their education at tertiary level, since the dual responsibilities of household drudgery and education or work are often difficult to combine.

29. In some societies local interpretation of religious teachings strengthens the influence of social conservatism to the development of the educational advancement of women.

30. The cumulative effect of such barriers on the participation of girls and women in formal education is to limit both access and outcomes and to depress the quality of life of women in the region.

Non-formal education

31. The recognition of the inadequacy of formal education systems to meet educational needs has led to efforts to provide alternative structures through non-formal programmes. As yet, however, there has been no clear formulation of policies for non-formal education programmes, and very little work has been done in the area of research, and in planning structure, content, materials or methods. Even the vast potential of the mass media has yet to be tapped. Planning is seldom sufficiently comprehensive to ensure that all disadvantaged girls and women are considered, let alone provided for.

32. There is little awareness of the needs of specific groups of women for continuing education facilities, and for vocational training programmes to increase their prospects of socio-economic mobility. The women's role in the house is expounded but there is little provision of programmes to improve their house-management skills. Lack of employment opportunities, sex-based classification of jobs and a dearth of vocational guidance services are further obstacles to the adequate provision and utilization of non-formal programmes. Very little has been done to cater for the development of employable skills in the unorganized sectors such as farming and shopkeeping.

33. The same socio-economic factors that militate against effective utilization of formal education opportunities also operate as barriers to the optimum use of available non-formal programmes. Economic constraints loom large where expenditure is involved or where paid leave facilities are not provided to working women. Women with family responsibilities are left with little time after the endless drudgery of household chores, to participate in educational programmes, since infrastructural facilities are lacking in child care services and domestic assistance.

34. Social constraints affect women as overtly as they do school age girls and the whole value complex attached to the norm of a house-bound woman limits their access to non-formal programmes. A clear example is seen in agricultural communities where women work all day in the field while agricultural extension programmes are directed only to male farmers.

35. Non-formal education is a new field of activity for most governments, but it is too often also one of low priority. It must be realized that effective learning requires effective teaching as much in non-formal as in formal education. People involved in non-formal education will often have academic and employable skills but few have sufficient training and experience in the transfer of these skills.

36. Sex-stereotyping can be seen in many attempts to provide non-formal vocational training where training is provided only for low pay, low status jobs.

37. Finally, a significant obstacle to the provision of equal educational opportunities for girls and women is the lack of an awareness among both men and women of the equitable and complementary roles they can play in building the family, society and the nation.

Chapter Three

PROGRAMMES AND ALTERNATIVE APPROACHES TO THE PROVISION OF EQUAL EDUCATIONAL OPPORTUNITIES FOR GIRLS AND WOMEN

38. Barriers to equal educational opportunities for girls and women should be a focus of emphasis when designing educational development programmes.

39. Several countries in the region have already recognized that factors such as economic pressures, social, religious and cultural patterns, relevance of curricula and unsatisfactory school conditions, have been responsible for denying educational opportunities to girls and women, and have initiated a variety of national programmes to overcome these factors.

40. Economic pressures such as loss of earning power and loss of home help can seldom be directly countered by means such as by subsidizing the parents for income foregone as a result of their children going to school, due to financial constraints in Member States. But flexible school hours, including reduced hours; earning as an integral component of learning; provision of day-care centres and pre-schools attached to primary schools and non-formal learning centres, to which girls could bring their younger siblings whom they generally have to care for, would contribute significantly to meeting the loss of earning power and loss of home help. Another tactic would be to have measures that will reduce the direct and indirect education costs to parents through abolition of all fees, and provision of free, low cost and durable textbooks, writing materials, clothing, hostel accommodation and meals. Attendance scholarships and other incentives will also support actions towards relieving parents from the economic pressures that prevent them from making use of educational opportunities for girls and women.

41. The Panel accepted the fact that socio-cultural factors were complex, pervasive and extremely difficult to deal with. Nevertheless in terms of the experience of Member States, and the urgent needs of the programmes for enhancing equal educational opportunities for girls and women, attitudinal change is a prerequisite of very great importance.

42. The target groups for such programmes are women, men and teachers:

(a) Women should be made aware of their rights to equal opportunities in all aspects of life and to raise their level of aspirations and achievements. Awareness-raising groups, campaigns via

women's consciousness-raising groups, via mass media and formal and non-formal education are recommended.

(b) Men in their roles of fathers and husbands should equally be made aware of girls' and women's rights to equal educational opportunities and to equal participation in social and political life.

43. Nationwide programmes should be organized by the Government to educate men and women about their roles, human rights and contribution to economic and social development.

44. Teachers, both male and female, should be made aware of their attitudes towards girls in the classrooms. Consciously or unconsciously they discriminate against girls by confining them to a sex-stereotyped model of behaviour.

45. Campaigns should be organized by women's organizations and civic groups to convince people of the value of education for their daughters. The general public should be presented a view on society in which women have an equal role.

46. To this effect community education programmes should be devised, supported by mass media. Learning materials could include stories from regions where positive changes in favour of women's equal opportunities have been achieved.

47. Legislation of many kinds is required to support an improvement of the status of women and to facilitate equal access to education. One of the most significant actions necessary is legislation to forbid early marriage.

48. To avoid negative attitudes of policy makers towards the need for secondary and tertiary education for girls, as a matter of policy more women should be appointed to work in Ministries of Education, university councils, local bodies, National Boards and Development and Planning Organizations.

Relevance of curricula

49. Relevance of curricula is no doubt a fundamental issue when considering the delivery of education through formal or non-formal methods. After more than two decades of curriculum development activities in the countries of the region many have moved quite specifically to the extraction of learning content from real-life problems and issues. However, these considerations have inevitably concentrated upon generalized "children" or "disadvantaged groups" rather than on girls or women. In this context, special

attention must be paid to establish the meaning of relevance for the education of girls and women in terms of existing social, cultural and other discriminations, and in terms of the projected future status and aspirations of girls and women.

50. In all such analyses of relevance and in the methodologies for implementation of curricula in learning situations, the starting point has to be the life experiences of the learners, including their styles of learning, which for disadvantaged populations have been and will remain to a large extent incidental or informal. A necessary task in the delivery of effective education is to build upon these experiences, make them formative and provide learners with opportunities for mental and physical investigatory activities. Such a process should be directed towards the transmutation of learner experiences towards deepening the consciousness of felt needs and newly acquired experiences and attitudes, towards searching for new experiences, and towards developing the capacity to apply the experiences to new situations.

51. In this context it is mandatory that formative life experiences and post-formative experiences in the "contrived" learning situation should form a continuum. In such a continuum, work - an integral component of life experiences brought by the learner to the new learning situations, should also pervade learning, so that learning and work become integrated in the learning process. Several countries in the region have developed curriculum and implementation strategies such as socially useful productive work, work experience, pre-vocational studies, to incorporate this continuity between life, learning and work.

52. A further dimension is that of the application of acquired learning. Conscious utilization of learning for and in life implies that learning and action cannot and should not be separated. Learning must not remain inert. Intervention of activities in the home and in the community that will immediately utilize learning, in actions, in real life, must also be considered as an integral component of learning. A special and important bonus of such a pedagogical strategy is that the effects of education on the status of girls and women does not have to wait 6-10 years until the learners become adults, before contributing to an enhanced status for women. Intervention activities may be so designed that can contribute simultaneously to the enhancement of conditions in society towards an improved status of women.

53. The above consideration of relevance, learning in and for life and application of learning, has to be developed with particular reference to girls. This will include the removal of existing biases against the status and position of girls and women, such as sex-stereotyping in curricula and learning/teaching materials and opening up of opportunities in areas that have traditionally been the prerogative of males, such as in many technical/vocational

education fields.

54. Considerations of relevance will also include "transitional strategies" in the context of the realities of the social, religious and cultural milieu which envelop a girl or woman, which will encourage "conservative" parents to send their female children to school, such as home making, child care, nutrition, health, labour saving devices and actions in the home, as well as improved techniques for farm activities that girls and women participate in.

55. Curriculum relevance will also involve expansion of the horizons for girls and women to acquire new competencies with an eye on future roles and responsibilities as the status of girls and women changes and improves.

Continuum

56. When a student fails to reach educational standards that have been determined, often in an arbitrary manner, it is usual to blame the student. Many countries in Asia and Oceania are looking closely at what is taught and what is learnt and have found that these do not correspond. Carefully designed and administered surveys have shown that most students do not achieve mastery of national primary and secondary level course work. It is now widely accepted that while improved teaching and the design and provision of more effective learning experiences can help a great deal, there is a large residual problem because the level of knowledge and understanding expected of students is unatainable in the realities of the schooling system.

57. Irrelevant and unatainable curricula objectives contribute to rejection by parents and children of education systems. In those circumstances where social pressure to keep girls in school is weaker than it is for boys, these factors contribute to lack of success and drop out for girls when educational opportunities are provided.

58. The panel suggests that courses for the formal and non-formal education of girls should be designed and tested so that the objectives are realisable. They must be realisable with the teachers that are available using the school buildings and learning materials such as textbooks that are available or can be made available. The objectives will take advantage of current knowledge of the potential for learning that children have at various ages and also for adults.

59. Furthermore, the panel suggests that each educational system designs, tests and implements an evaluation system to ensure that most children reach the desired objectives.

60. These two suggestions, coupled with those relating to the relevance of curricula for girls and women will result in the adoption of educational programmes of a minimum learning continuum involving a properly sequenced list of critical competencies that will be guaranteed for almost all learners.

61. Knowledge and understanding is not enough. Society develops by the intelligent use of knowledge. Curricula related to the environment of the learner will also have to provide opportunities to make decisions and solve problems so that these competencies can be used in the development of the life of girls and women in their homes and in their work.

62. A major danger in dealing with minimum learning continua is the establishment of a dual education system - one for the advantaged and one for the disadvantaged. Indeed, taking into account active discriminations that exist at present, such a dual system can well be "made" to exist by vested interest groups. To overcome this problem, Member States have attempted to develop flexible "bridges" and "ladders" from the out-of-school to the in-school situation and vice-versa, as well as multiple entry points in the formal education structure. This would require a variety of compensatory, remedial, and accelerated educational programmes to make it possible for learners, especially girls, to cross the "bridge" or "climb" the ladder. Simultaneously, there has to be new and relevant evaluation techniques that provide a systematic basis for accreditation.

Unsatisfactory school conditions - teachers/school facilities

63. Studies in several countries have shown that at the primary level, women teachers are usually more effective than men. Yet in many countries there are few women available to teach, especially in remote schools. In some societies parents are reluctant to send their daughters to schools where there are no women teachers. A number of programmes are being implemented to attempt to overcome this problem. Direct attempts to solve the problem, such as the transport of women teachers from cities and the provision of hostels in villages for city based women teachers to live in while teaching have not been particularly successful. In countries where village teachers are usually drawn from the community, such as in many parts of India, Indonesia and Thailand, this problem is not severe. The current long term programme to encourage and support village girls in Nepal, first to complete secondary schooling and then to undergo training so that they can return to their village as fully qualified teachers, seems to be having encouraging results.

64. Ultimately Member States wish to reach a target of 100% of the school age population enrolled in school. Of this 50% will be girls. The requirements for female teachers will rise steeply

and plans have to be made to ensure that these demands for female teachers will be met. At least one State in India has decided that all future recruitment of primary level teacher trainees will be girls. Similar drastic decisions regarding recruitment such as incentives and pay will be needed, and urgently, if provision is to be made to support policies of enhanced enrolment of girls.

65. If teachers are underqualified and poorly motivated, they seldom inspire their pupils to learn effectively. All countries have programmes to improve pre-service and in-service education of teachers to meet their backlog of untrained teachers especially at the first level of education.

66. Priority must be assigned to teacher education programmes by Member States. With the considerations being given to minimum competencies to be established during the first cycle of education for all learners, the corresponding importance of competence specific teacher education designs, especially in the context of the urgency for training large numbers of teachers should be stressed. Especially for in-service education, modular modes of training teachers, based upon specified competencies, need to be investigated. The special problems and issues related to disadvantaged populations, and particularly girls and women must have priority in the content of teacher education programmes.

67. It is widely appreciated that any changes in curricula will require carefully planned and executed teacher education programmes. What is not so widely accepted is that, where the main innovation in curricula is to serve people rather than the requirements of academic disciplines, there is a requirement to provide training in human psychology and sociology. Courses for primary school teachers too often concentrate on academic disciplines and some almost ignore the requirements of the primary school child and his or her curriculum.

68. Interchange of experience of senior teacher educators and educational administrators within countries and between countries is a valuable means that can lead to improved teacher education. Many countries are trying out new teaching methods that may make more effective use of a teacher's time.

69. Where primary teachers have a relatively prestigious position society, in the educational hierarchy and in salary, as in the Philippines, there is no shortage of effective women teachers, even in remote villages. An investigation of the salary, working conditions and status of women teachers can be profitable if followed by administrative action. Several countries have initiated incentives programmes such as financial inducements, transport and accommodation to accelerate the movement of female teachers to remote areas where girls' enrolment is low. Such incentive schemes should be investigated and expanded until a "critical mass" of

educated girls can be developed in these disadvantaged areas, who, in turn, may be recruited into the education system as teachers.

70. The need to enhance opportunities for girls and women to obtain remunerative employment is stressed by the Panel. The lack of such opportunities in themselves acts as a disincentive for parents to invest in secondary and further education for girls. Provision of such opportunities will include more technical and vocational subjects and streams in secondary schools and other post-primary institutions. Not only should more technical and vocational institutions be established and equal access ensured for boys and girls, and appropriate vocational guidance services provided, but female teachers and other female personnel for such changes in educational opportunities have also to be recruited, trained and employed. Such concerted attempts to provide for female teachers in what has essentially been a masculine area will contribute significantly to the removal of cultural demarcations of the labour market into masculine and feminine jobs which limits employment and vocational education opportunities for girls and women and inhibits their aspirations.

71. Although a primary or secondary school teacher will have a very heavy load of work if fully utilized in his or her main task, they can be guides and leaders of literate and skillful community members in non-formal education programmes. If they are to carry out this role effectively, they will have to be involved in the design and monitoring of non-formal education programmes and will need to benefit from well designed and executed training programmes.

72. Countries in the region have made substantial progress in school mapping, and in several countries, rationalizing of the availability of schools to disadvantaged populations has made considerable progress. Criteria for primary school siting, such as "within walking distance" have been used in most countries. Those countries like India and Afghanistan, which are initiating massive programmes for reaching previously underserved populations, have plans which indicate massive budgets for the establishment of new schools in remote areas. Nevertheless much more efforts are needed to make the plans realities in implementation. Large areas of many countries in the region are almost devoid of both primary and post-primary schools and under these reasons are not permitted to move more than a very limited distance from their homes.

73. Considering that the major problem for the successful implementation of universal first level education in Member States is the enrolment of girls; for school mapping, the Panel urges that rather than consider the generalized criteria related to "all children", the criteria be sharpened to focus on making available educational facilities specially for girls.

74. Many countries have too few school buildings or inadequate buildings. In many countries, school designs need revision, especially to ensure that girls and boys have comfortable working conditions and adequate toilet facilities. Teachers need space to work and if men and women teachers are employed, separate toilet facilities.

75. New designs can provide excellent buildings at significantly lower costs than for many standard school buildings. Examples of these low cost buildings can be seen in all countries of the region but particular attention should be directed to the current national building programmes in Afghanistan, Bangladesh, Nepal and Thailand. Through effective mobilization of community efforts, excellent low cost school buildings have been erected in India and Laos. The solution of problems of proper siting and the administration of a large scale building programme is well exemplified in the Project 'INPRES' school building programme in Indonesia. In Pakistan a large programme of school renovation is now in progress using a number of different innovative administrative procedures.

76. In many communities, school buildings are used for only a few hours a day. In a few countries, there are administrative difficulties in making use of school buildings for anything other than formal schooling and even then only during traditional "school hours". Non-formal education needs space and teachers. The trend in many countries towards the use of school buildings as community centres will be a significant aid to the development of non-formal learning opportunities for young people who have not been enrolled in school or who have dropped out before their basic learning needs have been provided.

77. The Panel noted that there was considerable experience in the region on the use of low-cost school facilities including audio-visual aids and other aids for learning. Attention may be particularly paid to this area of school conditions. In several countries in the region "writing materials" have been effectively interpreted to mean not paper, which is expensive and difficult to attain, but slates and slate pencils, and sand boxes, which have lower unit costs. Silk screen printed cloth charts as used in Afghanistan are cheaper and more durable than those printed on paper. It is also highly recommended that each school and non-formal centre establish an activity for recycling used paper as an integral component of its learning programme. Under this same principle, maximum use of local materials for learning purposes should be strongly encouraged.

Alternative modes

78. Special mention needs to be made of the delivery of education through modes alternative to the formal school. All countries in the region recognize that the purely formal system

of education, even with currently contemplated reforms leading to a great degree of flexibility and deformalization, will still be unable to meet the educational needs of the variety of target girls and women populations: some literate, many not; some needing functional education for more enlightened performance of roles in the house, others for alternative forms of remunerative employment; some young immature learners, other adults with major family responsibilities.

79. The Panel recognized that, in terms of the needs of the target populations, the Member States have developed a great variety of non-formal programmes containing one or more of the following components.

(a) Awareness enhancement.

(b) Literacy and numeracy as learning tools.

(c) General education related to the knowledge and skill base required for contributing to an enhanced quality of life.

(d) Vocational or employment related knowledge and skills.

80. On analysis of the country experiences related to such programmes, the Panel was aware that there were most often hybrid modes that combined some proportion of formalized sequential learning with proportions of informal learning. A variety of hybrids of formal-informal modes in a spectrum of alternatives may be utilized for different purposes and different target populations.

81. For the purposes of programming of non-formal education, and in keeping with practices in several countries in the Region, the total girls' and women's population may be considered under an age breakdown i.e. up to 15 years and beyond 15 years.

82. The age group of young girls up to 15 years requires essentially general education related to completion of the first cycle of education. Several countries in the Region have already initiated non-formal education, programmes for this age group, and usually treat boys and girls uniformly in terms of curricula. The considerations provided earlier regarding relevance of curricula, and minimum learning competencies, apply just as much to this target population of non-formal education as for the formal school population. Age of entry varies, but countries like India advocate that young girl learners should be strongly encouraged to enter primary school, and if nevertheless they drop out, then they may still be provided the first cycle of education through non-formal modes. Thus India has suggested its entry age for young girl learners (and boys as well) to be 9 years, for

non-formal education.

83. The curricular models in use at this level vary across the countries of the Region, some countries having more than one model. A common one that does not distinguish between boys and girls has the same curriculum objectives for the non-formal mode as for the formal mode, but resolves the learning into modular form to permit self-pacing by learners. Another model is being introduced in India, where minimum competencies are defined, content is derived directly from real life problems of the learners, short time duration episodes are developed out of the problems and content, and the competencies are provided through the episodes. Other models exist, such as in Nepal, Bangladesh and Indonesia, where special curricula are developed for girls and women with learning units on literacy, numeracy as well as health, hygience, nutrition, child care, mothercraft and other topics relating to life and work in the community.

84. The Panel supports the development of a variety of models for the various diverse situations, but under the specific requirement for this young age group of girls - to complete the first cycle of education. The Panel also advocates, as for the formal system, that boys should also be exposed to components of the curriculum which have traditionally been feminine, such as home making and child care: and that girls also be exposed to the integration of work and learning through socially useful productive work and intervention activities in the community as for formal education.

85. The Panel identified several obstacles to the delivery of education to this group, and except for the special difficulties of preparing the specific learning/teaching materials, other obstacles were common to those indicated below under the older age group.

86. The older age group above 15 years presents a much more complex problem in the provision of programmes in most countries of the region. An analysis of the programmes in the region indicates that the important target groups for non-formal education programmes will include the following:

- on the basis of educational attainment, women in the following groups may need continuing education opportunities outside the formal education system: secondary school leavers, secondary school 'drop-outs'; primary school leavers, primary school 'drop-outs'; illiterate women, and those illiterate in the national language or functional regional language; the handicapped.

87. In addition, the following groups will need training in vocational skills through non-formal programmes: school leavers and 'drop-outs' who were seeking employment but were unable to enrol in formal vocational educational institutions; working women in the organized sector; working women in the unorganized sector; women who wished to re-enter the labour force.

88. Further target groups will consist of all women - working and non-working - for programmes in areas such as family life, health, nutrition and child care, home management, "pre-vocational", civic responsibilities, decision-making, women's rights.

89. Programmes creating awareness of role of women in family and public life would be directed to the general population, both men and women, and to employers and policy makers.

90. The Panel considers that among the several programmes being implemented in the Member States, the following should be given special attention:

(a) Continuing education programmes (more such programmes should be provided to offer a 'second chance' to women who have been compelled by circumstances to interrupt their education and careers. These could take the form of part-time secondary and tertiary education; Open Universities; distance education programmes which include the use of correspondence courses and the mass media. Such programmes would lead to certification, and may also offer opportunities to re-enter the formal education system).

(b) Vocational Training Programmes: for those seeking to enter the labour market, consisting of part-time training programmes at vocational centres in urban and rural areas; apprenticeship programmes - legislation could be introduced to impose a tax on employers and industries to finance these programmes, and if necessary quotas should be specified for women trainees.

(c) Programmes for working women in the organized and unorganized sectors related to training in new skills; training in upgrading skills to improve advancement in existing employment; re-training; vocational counselling; labour education; education for the self-employed, training in credit facilities, management, marketing and vocational skills; agricultural extension, skills required for organizing and

management of co-operatives.

(d) Literacy programmes (in literacy alone; in functional literacy with life skills).

(e) General programmes: integrated educational programmes or separate programmes in health education, nutrition, family life education, child care, civic education decision making skills, awareness of women's role, rights and human rights; awareness programmes for men and women regarding the role of women.

91. The experiences in the region have pointed to several major obstacles to the utilization of non-formal education programmes. The Panel recommends that all programmes should be designed and organized in such a way as to specifically overcome obstacles and make it possible for women to benefit from them. Among the strategies that would be helpful are the following:

(a) access to a greater number of non-formal programmes with multiple alternatives for learners to choose from: provision of free or subsidized programmes;

(b) provision of more employment opportunities;

(c) flexible programme structures to meet the needs of the participants;

(d) paid leave facilities to enable women to participate in programmes; supportive facilities such as child care centres, maternity leave;

(e) time and labour saving devices to simplify household work;

(f) support within the home including acceptance of the concept of shared responsibilities;

(g) awareness campaigns to counter indifference and opposition;

(h) elimination of sex-biased classification of jobs; and

(i) motivation of women to utilize training opportunities.

In all such programmes special attention should be paid to the needs of rural women who are numerically the majority and

who are among the most socially and economically disadvantaged.

92. The Panel wished to stress that the cost effectiveness of non-formal education programmes should be a prime consideration for planning and implementation. In particular, efforts should be made to maximize utilization of existing infrastructures (such as the formal school buildings) for the purpose of the delivery of non-formal education. A second area is the maximum utilization of community resources which should be incorporated in a concrete manner in non-formal education programmes. Special mention should be made of the prevalence of child labour, inspite of existing labour legislations. Non-formal education programmes for such children should be organized with, whenever possible, employers sharing in the expenses for such programmes. Relevant legislative may be required for enforcing such action.

Research

93. Of critical importance to the systematic design and implementation of programmes for equality of opportunity for girls and women is research. The scope for research is vast, since in most countries in the region, there has been relatively little work done which can readily lead to action programmes. Research should take "leading to action" as the priority criterion. The nature of the research should predominently be of the action-research type. In support of the urgent need for research, a research policy should be established in the area of enhancement of educational opportunities for girls and women, and research should become a priority national programmes on equal footing with the implementation programmes.

94. It is recognized that in almost all countries in the region there is an urgent need for a substantial data base on which to formulate projects and programmes rationally. A great deal of insensitivity to the problems of women at various levels in the administration and the general public may be traced to the lack of availability of such data.

95. Too often, except for vaguely sensing that severe problems exist, the magnitudes, the characteristics, the implications of these problems for girls and women and for society, have not been identified. Further those personnel in the "implementing" arms of the education system, who have to generate and energize the reform actions, generally have little or no technical expertise to resolve the massive problems. When they do have the expertise, their time is saturated in implementation actions. On the other hand there are national institutions, such as education research institutions, faculties of education, social science research institutions, other research institutions, which do have this technical expertise, but by past history, and through administrative constraints, have been working independently of the implementation arms, and in areas of essentially academic

interest.

96. Serious attempts have to be initiated in the Member States, to channel the expertise of the "academic" institutions to working on, and attempting to solve, problems in the "real life" of the availability of equal educational opportunities for girls and women, in joint programmes involving implementors and academicians.

97. Monitoring and evaluation research needs special mention. In the Member States, there seems to be little evidence of systematically designed activities for monitoring and evaluation. Thus many of the implementation experiences have been lost, in the passage of time. They have failed to contribute to further planning and reformulation of programmes. Ad hocism has also been encouraged, further vitiating the possibilities of a considered and well designed approach to the problems.

98. Monitoring and evaluation should also be action-based - and directly designed for the purposes of further improving designing and programming. The Panel urges that a major purpose of evaluation and monitoring designs should be to make programme and project systems viable, self-regulating and self-organizing. The designs should make the system capable of recognizing for itself pathological symptoms in itself, which may then be used directly for corrective action by the system itself.

99. This would involve making the system capable of generating its own evaluative mechanisms from the design to the final implementation stage, thereby generating competencies in personnel in the system so that self-regulation and self-organization will continue as a natural and integral component of the programmes themselves.

100. A variety of research actions were discussed by the Panel and included the following:

(a) Research directed towards enhancement of data about the various obstacles to the provision of equality of opportunity for girls and women (such as political, social and religious factors, economic pressures, relevance of curricula, unsatisfactory school conditions).

(b) Research directed towards recognizing the magnitude of the problems related to the provision of equality of opportunity for girls and women (such as data base on discrimination and violation of human rights with reference to women; school drop out; sex stereotyping; employment opportunities).

(c) Research related to the provision of services to enhance the equality of opportunity for girls and women, (in particular in the areas of cognitive, affectual and psychomotor entry behaviours of girls and women; curriculum development; development of learning/teaching materials; learner evaluation/accreditation and guidance and counselling instruments; programme strategies and tactics; administration and management; motivation and orientation of decision makers, women's organizations and the general public).

(d) Evaluation and impact studies of the various programmes that relate directly or indirectly to the provision of equality of educational opportunities for girls and women (such of intervention policies, legislation and programmes specifically for enhancement of educational opportunities; relationships between development programmes and enhancement of opportunities for girls and women; relationships between activities of multi-national corporations and enhancement of educational and employment opportunities of girls and women and of vocational mobility). The results of such investigations may be developed as Case Studies written both in technical form and in a form that will permit popular reading by the general public.

101. The Panel indicated that there were already many on-going research projects in the Member States, on aspects indicated above, as issues of importance in general education for "children". It should be possible to add the component of equality of opportunity for girls and women specifically to these research on-going activities. However, where such research has not yet been initiated even for general education, it is essential to initiate action in this direction.

Concluding comment

102. Many of the programme actions indicated above and recommended by the Panel, will be reinforced strongly if relevant legislation is enacted to provide legal authority for them. These legislative measures may deal with such aspects as; compulsory education; access to education and employment in areas that have traditionally been masculine preserves; age of marriage; age of employment; equal pay for equal work; prevention of social practices such as bride price and dowry; and specific laws that ensure the rights of women within the constitutional rights of all citizens

in the country.

103. The Panel recognized that several of the recommendations for programme actions indicated above would involve an increase in the recurrent expenditure on education. However, such increases in recurrent expenditures must not be considered as "appendages" to existing education budgets but inherent, direct and priority charges on the education budget flowing from the directives of socio-economic development for women - a major socially and economically disadvantaged group - and from the directives of human rights for all citizens.

104. However, as mentioned earlier, a variety of strategies and tactics may be utilized to reduce the national expenditure on education. These could include imaginative use of socially useful productive work as an integral component of general education; integration of learning and work; production integrated with training; low-cost alternatives in building furniture and educational materials programmes, more efficient use of a teacher's time and community participation and contribution, directly and indirectly, in education programmes.

Chapter Four

CO-OPERATION, REGIONAL AND INTERNATIONAL

105. Regional and international co-operation with the development and implementation of national programmes to overcome obstacles to equal educational opportunity for girls and women should have as its main objective, the development and improvement of national capability.

106. The identification of needs and the establishment of priorities is a national responsibility as reflected in national social and economic development plans. External co-operation and support must always be supportive of and consistent with these national plans. An advocacy role on the part of regional and international organizations can be helpful if based on relevant national experiences.

107. Member States of the United Nations have worked together to establish international conventions, many of which affect girls and women. Some are very general such as the Declaration of the Rights of the Child, others are concerned with working conditions. All should be studied and their implications understood and supported.

108. As national capabilities and experience accumulates, an exchange of experience and mutual assistance between countries in Asia and Oceania becomes more and more valuable. This can be effected by means of study tours, and exchange of personnel as well as through symposia and seminars. The dissemination of information needs to be improved, in particular, well written monographs describing successful programmes to reduce discrimination against girls and women in the provision of educational opportunities, can be very helpful.

The role of the UN agencies

109. All regional programmes should be prepared with the needs of girls and women in mind. In many cases it is necessary for a special programme element to support research, training and exchange of experience in the field of provision of equal educational opportunities for girls and women. Unesco headquarters and the Unesco Regional Office for Education in Asia and Oceania in Bangkok should continue and expand its efforts to improve educational programmes for girls and women.

110. The Asian Programme of Educational Innovation for Development (APEID), based in the Unesco Regional Office in Bangkok is managed by Member States and has a mode of operation that lends itself extremely well to serving the educational needs

of young people who have no schooling or who have left school prematurely.

111. Programmes of women's studies need to be organized in Member States. As a first urgent step, APEID should organize a workshop for Directors of Women's Studies in association with high level social scientists.

112. The problems of discrimination facing girls and women will be felt in all sectors of their life and livelihood. If UN and other agencies are to help in an essentially inter-sectoral situation, the agencies themselves must co-operate fully. The Consultative Panel was pleased to hear that Unesco and ILO were co-operating with the Government of Japan to host a meeting to consider education and training for employment of girls and women next year. In a number of countries inter-agency teams have assisted governments to prepare programmes to improve the status and quality of life of girls and women. The panel welcomes this activity and recommends that UN agencies and governments consider inter-agency co-operation more often when considering development programmes for girls and women.

Non-government organizations

113. Just as national women's organizations have assisted national programmes, Non-Governmental Organizations affiliated to UN agencies can assist in international and regional activities. Assistance should be given to NGO's so that they can be supported in the preparation and implementation of programmes designed to overcome obstacles to equality of educational opportunities for girls and women.

Chapter Five

SUGGESTIONS AND RECOMMENDATIONS

1. All educational development programmes should deal with obstacles to equal educational opportunities for girls and women. (para 39, 91)

2. Flexible school hours, including reduced hours, should be considered. (para 41)

3. Day-care centres and pre-schools should be close to or associated with primary schools. (para 41)

4. Opportunities should be created for girls and women to earn while learning. (para 41)

5. The direct and indirect costs to parents of schooling should be reduced. (para 41)

6. Incentives to school attendance should be considered. (para 41)

7. Efforts should be made to make men and women more positive towards the education of girls and women. (para 42, 44, 45, 46, 89)

8. Mass media and community education programmes and women's organizations should be involved in efforts to change attitudes. (para 47)

9. Changes of legislation should be considered. (para 48,

10. More women should be employed in senior government posts involved in planning and executing education programmes. (para 49)

11. Curricula drawn from the experiences of girls and women and designed to serve them in their future life should be devised. (para 50, 51, 55)

12. Learning should relate to the world of work and should prepare for it. (para 52, 53)

13. Sex based curriculum bias and sex-stereotyping in text-books and other educational material should be examined and dealt with rationally. (para 54)

14. School and out-of-school courses objectives should be designed and tested to be realisable in the realities of the

learning system. (para 56)

15. Effective evaluation methods should be adopted to ensure that objectives are in fact realised. (para 59)

16. Educational processes should be designed to enable girls and women to use knowledge acquired to solve real life problems. (para 61)

17. Opportunities should be afforded to girls and women to re-enter the formal education system after premature leaving and to change from formal to non-formal courses and vice-versa. (para 62)

18. More should be done to recruit and deploy women teachers. (para 63, 64, 69)

19. Pre-service and in-service teacher courses should be improved with the needs of girls and women in mind. (para 65, 66, 67)

20. Member States should learn from experience in other countries when planning improved education courses for girls and women. (para 68)

21. Changes should be made to vocational and technical education courses to benefit more girls and women. (para 70)

22. Primary and secondary school teachers should be involved in curriculum reform programmes. (para 71)

23. School mapping and the siting of school buildings should be conducted with the needs of girls and women in mind. (para 22, 23)

24. School buildings should be designed to serve girls and women well. (para 74)

25. The cost-effectiveness of school building and furniture designs and of learning materials can be improved in most countries. (para 75, 76, 77)

26. More use should be made of existing school premises for formal and non-formal education. (para 76, 92)

27. Non-formal education of girls at the first level should cater for girls over 9 years of age. (para 81, 82)

28. Formal and non-formal education curricula at the first level of education should have similar objectives. (para 83)

29. Boys should have learning experiences in what are often deemed 'girls' subjects.

30. Non-formal education for women (aged 15 and over) should cater for: secondary school leavers and drop outs, primary school leavers and drop outs, illiterate women and those illiterate in the national language and the handicapped. (para 86, 90a)

31. Non-formal education programmes for women should provide training in vocational skills. (para 87, 90b, 90c)

32. Some of the costs of non-formal education should be met by employers, especially of child labour. (para 92)

33. Research institutions should be encouraged to carry out studies of obstacles to equal educational opportunity for girls and women and the eradication of these obstacles. (para 96)

34. Research programmes should be systematically designed to tackle real problems. (para 97, 98, 99)

35. Research is needed to provide more data on the educational difficulties facing girls and women. (para 101)

36. The solution of educational problems facing girls and women is likely to require additional recurrent expenditure. (para 103)

37. Regional and international co-operation should be planned to improve national capability. (para 106)

38. External assistance must support national programmes and policies. (para 107)

39. International conventions designed to enhance the quality of life of girls and women should be supported. (para 108)

40. International agencies should support exchange of experience between countries. (para 109)

41. All UN agency programmes should be prepared with the needs of girls and women in mind. (para 110)

42. The Asian Programme of Educational Innovation for Development (APEID) should consider the educational problems facing girls and women. (para 111)

43. APEID should organize a workshop for Directors of Women's Studies. (para 112)

44. Non-Governmental Organizations involved in activities designed to enhance the status of girls and women should be encouraged and assisted to deal with educational problems. (para 113)

APPENDIX A

COUNTRY REPORTS

Afghanistan

The present situation

In order to describe the Educational System of Afghanistan at present, it is helpful to give a short summary of the development of education, especially formal education in the country.

Human societies need education for cultural, environmental and economic purposes. Because education is the base for all kinds of development, we should pay due consideration to it.

Education is a continuous process. It can lead to modernization and a satisfactory way of life. It gives a feeling of humanity and brotherhood to different people of society. Education for girls and women, just like any other aspect parallels historical development. In our homeland, the great Ariana, this movement has been considerable. The reason is quite clear. In this centre of ancient human development, education was a tool for people's moral development and religious beliefs.

The Vadian Culture in this part of the world, was based on a book, Vida. The book of Vida was learned and memorized by most of the people at this time. This knowledge was considered the main educational source in that period.

The Avistian culture, which actually was named as Vadian Culture, was distributed from (1,000 B.C.) in our homeland, and it lasted until the invasion of our country by Alexander. After this, the Zoroasterian Religion was taught in schools. This did not change the principles of education.

After the Zoroasterian Religion, Buddhist beliefs spread from East Ariana. The Buddhist Religion lasted in Ariana until the invasion of Arabs or the beginning of Islam. After the introduction of Islam, religion in Ariana, which was called Khorasan (and now Afghanistan), a new period of educational development began in our country which has lasted almost twelve centuries.

This was informal education. Before 1903 A.D. people studied in mosques and they did not have formal schools. Modern education began in our country in 1903 A.D. After getting our independence in 1919 A.D., the number of students and the number of schools as well increased. But, only those who had social and economic power could go to schools. Education was not based on the social and economic needs of the people. It was for political purposes and

government needs. Pre-revolution education (April 1978) was based upon social classes and the majority of toiling people were denied education.

The Khalq (People) Government has taken the required steps to complement higher education for girls and women and has given women equal rights with men. The ground has been prepared for youth to further their higher education both at home and abroad. A large number of young girls and boys are to be sent abroad for higher education and useful measures have been adopted in this connection. It has been made possible to send more than 2,000 young girls and boys abroad for higher education. The number of girls is approximately 800.

The absurd educational reforms launched under the Dawoud's Regime, which was Anti-revolutionary and Anti-Khalq in nature, were abolished, and 25,000 8th grade graduates were allowed to pursue their school education. This is a great step that has been taken for saving our youngsters from deprivation and will prove very useful in developing the country in the future. In the first stage, the present syllabus will be revised in all respects.

The campaign declared against illiteracy in our country is the most important duty of our Revolution. This campaign, which was announced by our beloved Leader Noor Mohammed Taraki, President of the Revolutionary Council, is successfully going on all over the country. Illiteracy is the enemy of mankind and has been known as a great obstacle to progress as a whole. In the under-developed countries, this enemy has its effect mostly upon the life of the toiling people. Our Leader, said, "I would clearly tell you that one of our great enemies is illiteracy the same way as we struggle against our other enemies. Illiteracy is such a dark cover that unfortunately due to feudalistic system, it has so far kept 96-97 percent of the population of this country in darkness".

With the Victory of great Saur (April) Revolution, which toppled the towers of despotism and transferred the political power from the oppressive class to the oppressed class, a golden chapter has been opened in the old history of our country. So far, many great and progressive steps are being taken for the development and blooming of Afghanistan. Under the wise leader-ship of our great Leader, and in accordance to Decree Number 7, full equality of women's rights has been granted.

In pursuance of the declaration of the campaign against illiteracy, by our great Leader, the people of Afghanistan, the toilers, peasants, civil and military officials, men and women and youth, welcomed sincerely this decision, and are widely joining the campaign. Thousands of literacy courses have been opened all over the country, and hundreds of thousands of illiterates are registering. The long range plans of our Khalqi state activity

are going on successfully.

Today the purpose of making the people literate is not only that an illiterate could read and write. But the main objective is to make our people literate in accordance with the revolutionary spirit. Our Khalqi State has decided to uproot illiteracy within the next five years in the country. So far a number of authorized committees for the campaign against illiteracy have been established in all provinces of the country by the Ministry of Education.

There are many new textbooks for women, girls and all people of Afghanistan, with the spirit of the Revolutionary State, and having technical and scientific contents.

The following table shows the number of students (boys and girls) and schools in 1977 in Afghanistan:

Number of schools

	Village Schools	Primary Schools	Middle Schools	Lycee
Boys	1,395	1,552	120	167
Girls	198	226	14	32

Number of students

	Primary level	Secondary level
Boys	737,732	84,570 (82.1%)
Girls	134,590 (15.4%)	18,470 (17.9%)

There are many obstacles to equality of educational opportunities for girls and women at all levels of education in our country.

Some of them are:

1. Prejudice of family: Many families still feel that their women and girls should not attend school or go to literacy courses, because they believe that girls

and women should stay in the house.

2. Many families have poor economic conditions. They want their girls or their children to work in the farms, at home, in a shop, or work as servants in houses.

3. As in many under-developed countries, in the Democratic Republic of Afghanistan too, women and girls do not possess the right of opinion and thought. This is due to the traditional and old thinking on the part of uneducated parents. It should be noted, however, that our Revolutionary State, right after its establishment, granted equal rights to women.

Programme to overcome inequalities

The right to freedom, personal security, equal security and freedom of opportunities, nationality, ownership and investment, freedom of expression and thoughts, opinion and religion are all embodied in the Declaration. It contains the right to employment, equal pay for women and men for equal work, equal rights in education under same conditions, etc.

A small number of women in the cities of Afghanistan are working outside their homes. By producing arts and crafts, women have taken an active part in the economic life of the family and country. However, because of deprivation, even of primary education, the illiterate are unaware of home economics, child care, sanitation, and nutrition, and other health matters.

We hope that through the Khalq Government, people will understand the concept of human rights and the rights of women. People will know the value of women and girls who are the mothers of tomorrow of our country, and that women will take the opportunity to educate themselves.

With the removal of the veil, the ground was prepared for the participation of women in all social, economic and political activities of the country. Women proved capable of taking part in the nation's affairs and work, but there are only a small number of women in this condition. Most of them retain the veil and are uneducated. With the removal of the veil and the taking of literacy courses, Afghan women will be better prepared to take part in social, economic, and political activities of the country.

With the opportunity given for all women and girls around the world to try hard to make the goals of equality, development and peace become a reality. In that way it can be one of the ways to bring women and men together to change the quality of human life for everyone.

Every woman should take part in the attainment of these goals and in taking this opportunity for the improvement of her own and her other country women's lives. Each one of us can make active contributions that will take us nearer to the aims of peace, development and equality.

Country study of one programme

One of the projects that has been launched as a national programme and is very much related to the equality of women's education in Afghanistan is the campaign or "Struggle Against Illiteracy". After the great Saur Revolution, literacy courses have been increased both in urban and rural areas of the country. Most of the teachers for these courses consist of volunteers either from groups of existing school teachers who are taking additional loads of teaching or others such as government officials, literate people of the villages, and the like, that are given short orientations to literacy teaching by the Directorate of Literacy and Non-formal Education.

At the present time, there are about 4,000 literacy courses which cover some 120,000 pupils and are taught by 2,000 volunteers. In addition about 52,500 pupils are enrolled in 2,152 official courses of literacy that are handled through the National Directorate of Literacy and Non-formal Education.

For better orientation, there are special seminars that are conducted for the teachers and supervisors of the Literacy Campaign Project. From time to time, seminars are also conducted for the Directors of Education of the Provinces. The Directors are requested to provide courses and encourage pupils, especially for the female population, to participate in the literacy programmes.

The programme is implemented by instructors and supervisors. Supervisors are full time employees of the Ministry of Education. The work of the supervisors is guided by field operation officers who are appointed by the Ministry of Education. These supervisors obtain the guidance of the field operation officers who work directly under the supervision of the National Directorate. The supervisor visits one literacy centre daily in accordance with the schedule which is prepared by the Field Operation Office.

Each literacy instructor is in charge of two literacy classes in an area, each class or each course being of two hours duration, and each course comprising of a minimum strength of 20 participants. The timing of the course depends on the convenience of the participants. The normal duration of a literacy course extends over a period of 9 to 10 months. Each week is normally counted as six days.

In order to overcome the shortage of books, some sample lessons, containing information about our revolution and the

revolutionary plans and tasks have been prepared and distributed to the teachers of literacy courses to be utilized in their courses.

For better awareness of our people, especially those acquiring new skills in reading and writing, new literacy textbooks have been printed in the Pushto and Dari languages. The Afghan Khalqi army is also taking part in the National Struggle Against Illiteracy. Thousands of illiterate soldiers are enrolled in the literacy courses.

Some of the funds needed for the campaign come from international assistance programmes such as UNICEF, UNFPA, WFP, World Bank and UNDP according to the First Five Year Plan. A total of about 14 million US$ will be received from these sources. It is envisaged in the Plan that by the end of the first year of the Plan, about one million people will become literate. Two million illiterates will be enrolled in the second and third years, and three million in the fourth year. In the fifth year, pupils of literacy courses will be those who have not taken courses during the first four years of the Plan. It should be noted that according to the statistics, the number of illiterates, age group 9-50, in Afghanistan, is more than 8 million and it is this number that was made the basis for the Five Year Plan in this field.

In the city of Kabul, as a sample of an urban area, the statistics show a sharp difference between men and women enrolled in these courses.

	No. of courses	No. of students	No. of teachers	
			full time	volunteers
Men	3,314	109,618	201	1,445
Women	269	6,166	525	37

The Khalqi Organization for Women is perhaps one of the agencies that is solely pre-occupied with the improvement of women's social status and especially provide better opportunity for education of women in the country. The Khalqi Organization for Women has, for example, an adult day school that is for adult women who for various reasons dropped-out and had not been able to complete their secondary education. The school has Grades 7 through 13. Those with ages between 20-30 years are accepted for enrolment at the 7th grade. At present the enrolment is 1,200 in the 28 sections of the school. The number of teachers of this school is 59. It is a double shift school, and in addition to the academic and professional courses, the school offers two foreign languages, English and French and the students have a choice of taking one.

After Grade 8, the school streams the students into two areas: Area (A) has a secondary curriculum, while Area (B) is a vocationally oriented programme dominated by home economics, child development and child care. Some of the graduates of this school continue their studies at the Universities.

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Bangladesh

The present situation

Bangladesh is an infant nation which emerged as an independent state in 1971 after centuries of foreign domination. It is situated between 20.75° and 25.75° North Latitude and between 88.30° and 92.75° East Longtitude, surrounded by India in the North, West and Northern East, and by Burma and the Bay of Bengal by the Southern East and the South respectively. It has an area of 55,598 sq. miles or 143,998 km. and a population of 78.7 million in 1976 estimate out of which approximately 40.5 million are males and 38.2 million are females. The average population growth rate for years 1961-1974 was 2.6% per annum. Bangladesh is a unitary state with Dacca as its capital. Administratively, the country is divided into 4 divisions and 20 districts. The lower ladder administrative units are called Sub-Divisions and Thanas. The country has nearly 68,018 villages which are grouped into 4,350 elected Union Parishads with the responsibility of local and rural development. (1)

Bangladesh has in it the vestiges of long colonial rule. The nearly 200 years of British Rule ended in 1947 to find the country dominated by another group of rulers from West Pakistan (later Pakistan), although theoretically and legally Bangladesh had to be co-sharer as one of the two and more populous wings of Pakistan (at that time Bangladesh was named as East Pakistan). The British Rulers shattered the foundation of the education in the country by forcing a western type and English medium higher education on the country. During the Pakistan period, although Bengali, the language of Bangladeshi people was regarded to be one of the national languages, most of the higher education

continued to be in the English medium and detached from a Bangladeshi social outlook. Moreover the gap between the urban and rural people and the gap between the rich and the poor widened which had an overall impact on the educational norms and facilities of the country.

After the emergence of Bangladesh as an independent nation, a national outlook was for the first time introduced and experimented in the field of education. The Report of the Bangladesh Education Commission (May 1974) outlined the aims and purposes of education, interalia, as: nationalism, socialism, democracy, patriotism and good citizenship, humanitarianism and world citizenship, moral values, education as instrument of social transformation, education for applied economic advancement, dignity of physical labour, qualities for leadership and organization, ingenuity, research and social progress and education for economic development and political progress. (2)

Educational backwardness

Inspite of the all-out efforts of the Government in the field of education, the percentage of literacy in the country has remained as low as 22.2%. 29.9% of males and 13.7% of females are literate. It has been the declared policy of the Government to raise the level of education of the country and the budget allocations for the education sector have increased every year. (3) Moreover, the Government is determined to introduce universal primary education. The number of primary schools in the country has been estimated at 36,661, 700 secondary schools in the thana headquarters of outlying areas have been included in the Pilot Scheme with the prospect of bringing 548 more secondary schools under it. The per capita expenditures for higher education at the university level are indicated below:

Table - 1

Per capita annual expenditure for students in the Universities of Bangladesh

Name of the University	Per capita expenditure
Mymensingh Agriculture University	Tk. 13,881.00
University of Dacca 7	Tk. 3,688.00
Rajshahi University	Tk. 3,788.00
Chittagong University	Tk. 6,115.00
Jahangir Nagar University	Tk. 10,476.00

Name of the University	Per capita expenditure
Bangladesh University of Engineering and Technology	Tk. 8,312.00

In Government colleges in the mid-June 1979, 318 positions of teachers were vacant. (4)

Education for girls and women

A comparative sex-wise literacy rate in the different divisions of Bangladesh are indicated in the following table:

Table - 2

Comparative sex-wise literacy rate in different divisions of Bangladesh (in percentages)

Divisions	1961		1974		Inter-census variation (%)	
	Male	Female	Male	Female	Male	Female
Dacca	25.9	9.0	27.3	12.9	1.4	3.9
Rajshahi	27.5	7.7	26.3	10.2	1.2	2.5
Khulna	31.2	10.7	34.1	17.1	2.9	6.4
Chittagong	33.1	11.0	32.9	15.2	0.02	4.2

Source : The Foundation for Research on Educational Planning and Development (FREPD), Women's Education in Bangladesh: Needs and Issues, ed. Shamima Islam, p. 22.

According to 1976 data the number of students in all universities was about 27,553; the number of teachers, 2,147; number of male students, 22,857; while the number of female students was 4,699, leaving a ratio of nearly 5:1, male to female ratio. The number of male teachers was 1,972 while the number of female teachers was 175 i.e. a ratio of 11:1. (5) The following tables are interesting in respect of the growth of the number of female students and teachers in the two universities of Bangladesh.

Table - 3

Number of male and female students in the Jahangir Nagar University

Session	Number of male students	Number of female students
1970-71	150	Nil
1971-72	131	19
1972-73	306	27
1973-74	622	26
1974-75	813	60
1975-76	1,014	80
1976-77	1,012	110
1977-78	1,062	160

Source : Data collected by the courtesy of the Authorities of Jahangir Nagar University.

Table - 4

Approximate number of male and female students in the Mymensingh Agriculture University

Year	Male	Female
1971	2,600	Nil
1975	2,594	6
1979	2,890	100

Source : Data collected by the courtesy of Mymensingh Agriculture University Authorities.

Similarly out of 145 teachers in mid-June 1979, only 16 teachers were females in the Jahangir Nagar University, while out of 340 teachers in the Bangladesh Agriculture University only 6

teachers were female.

Similarly, as far as the higher secondary and secondary education are concerned, the number of female students is much below the number of male students. In the Higher Secondary Certificate Examination of the Board of Intermediate and Secondary Education, Dacca held in 1979, 31,052 students appeared, out of which 25,873 were males and 5,179 were females. In the Secondary School Certificate Examinacion of the same Board held in 1979, 61,569 students appeared, out of which 47,391 were males and 14,178 were females. (The result of both the examinations are not yet out (June 1979). (6)

According to 1975-76 data, the enrolment in the primary schools was 9,480,000, in secondary schools 2,260,000, Intermediate Colleges 5,580,000, Degree Colleges 240,000 (including Intermediate Sections), Universities 27,000, Religious Institutions 290,000, Engineering Colleges 2,000, Polytechnique Institutes 11,000 and in Medical Colleges 6,700. The female students in primary schools in this year was counted as 3,290,000, in High Schools 540,000, (including Junior High Schools), in Degree Colleges 32,000 (including Intermediate Sections) and in Universities 4,600. Similarly out of 170,000 Primary School Teachers only 8,700, out of 81,000 High School and Junior High School Teachers, 6,000, out of 3,154 Intermediate College Teachers 173, out of 10,715 Degree College Teachers 1,050 were found to be females. (7)

In the year 1973-74 the male and female student ratio was also calculated to be 67:33, 80:20, 85:15 for primary, secondary and higher education respectively. (8)

It is in the field of primary education that girls are lagging behind boys which has its chain reaction in the higher levels. According to 1977 data the children of primary age group of 6-10 years consisted of 10,260,000 out of which 6,000,000 (58%) were enrolled in primary schools. The class-wise enrolment was as follows:

Table - 5 (in 100,000)

Class-wise enrolment of students in Primary Schools in 1976-77

Class	Total	Boys	Girls
I	22.8	14.2	8.6
II	13.2	9.0	4.2
III	10.2	7.0	3.2

Class	Total	Boys	Girls
IV	7.8	5.6	2.2
V	6.0	4.2	1.8

Source : Unpublished paper by Mr. S.M. Saifuddin, Assistant Educational Advisor, Ministry of Education, Government of Bangladesh, entitled "Primary Education in Bangladesh" submitted to National Institute of Public Administration, Dacca in February 1977, pp. 1-2.

The Ministry of Planning experts calculated in mid-1979 that only 8,000,000 out of 12,000,000 of primary age group population would be expected to be enrolled by 1980. A survey reveals that only 15% children entering primary school complete 5-year primary cycle and the chance of a girl reaching grade V is only half that of a boy. A January 1979 survey calculated the drop out rates for the rural and urban areas as 80% and 63% respectively. (9)

The rural-urban ratio of education is important to note; 91.22% of the population live in villages while 8.74% of the people live in cities and towns. While the facilities for female education in the urban areas are reasonable, the facilities in the rural areas are much below the optimum level. The elite of the urban areas lead a different life from that of women and girls in rural areas belonging mostly to poor families of rural agrarian communities. While the urban literacy in Bangladesh in 1974 was found to be 37.7%, the rural literacy was 18.5%. Again the literacy amongst the urban males were found to be 45.3% while amongst the urban females 27.9%. On the other hand the literacy amongst rural people were calculated as 18.5%; and 25.7% of male folks and 10.9% of the female folks were found to be literate.

Many socio-economic factors are responsible for such backwardness of females particularly the rural females. The religious factors of the Purda system is no doubt predominent in the rural areas. But this is not so significant as it had been during the British period. It has been observed that many well-to-do religious people today want to send their daughters to schools provided they are at a convenient distance. The female literacy is much less in the riverine areas where communication is more difficult. Moreover, when separate Girls' Schools are available at a reasonable distance, people hardly hesitate to send their daughters to schools. This separate arrangement is perhaps necessary at higher primary and secondary levels as the girls of relatively higher ages go to schools in rural areas in the lower classes and particularly when co-education is uptill now socially not much encouraged in the rural areas.

The programme to overcome inequalities

The Constitution of the People's Republic of Bangladesh (as modified on 28th February, 1979) reads in the directive principle of state policy as follows: (Art. 10)

> Steps shall be taken to ensure participation of women in all spheres of national life.

The fundamental rights, which are enforceable in courts of law reads: (Art. 28)

1. The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex or place of birth.

2. Women shall have equal rights with men in all spheres of the State and of Public life.

3. No citizen shall, on grounds only of religion, race, caste, sex or place of birth be subjected to any disability, liability, restriction or condition with regard to access to any place of public entertainment or resort, or admission to any educational institution.

4. Nothing in this article shall prevent the State from making special provision in favour of women or children or for the advancement of any backward section of citizens.

The constitution has provided 30 reserved seats for women in the Parliament without barring women the right contest with male candidates in the regular 300 seats. In fact, in the recent election a woman candidate defeated her male rivals to become a member of the parliament. The addition of a Women's Affairs Division in the Government structure and the recent transformation of it as a full-fledged Ministry of Women's Affairs under a women Minister-in-charge has given a real impetus to the affairs of women. Moreover, the formation of the Bangladesh Jatiya Mahila Sangstha (The National Association of Women of Bangladesh) and full co-operation and support of the Government with its educational and welfare programmes has facilitated the development of women's interests in Bangladesh.

The educational facilities of girls and women are gradually increasing. In the year 1978 the number of secondary schools in the country stood at 8,327 and the total enrolment was 1,943,000 of which 25% were girls. Similarly in the field of college education the number of institutions in 1978 was 588, total enrolment stood at 381,000 of which female students has been estimated at 50,000. (10)

Besides, a number of programmes for non-formal education with their limitations have been tried to reach the rural women for their education under organizations like Bangladesh Rural Advancement Committee (BRAC), Gana Shyasthe Kendra (GSK), and Integrated Rural Development Programme (IRDP), (11) and Swanirvar (Self-Reliance) Movement. IRDP encourages women's co-operatives and the Swanirvar movement specifies women's grouping in the villages.

Bangladesh Women's Rehabilitation and Welfare Foundation

The Bangladesh Women's Rehabilitation and Welfare Foundation was established as a statutory body under Act 51 of 1974 for the purpose of rehabilitation and welfare of:

(a) women who suffered in the hands of Pakistani occupation forces during the war of liberation,

(b) the widows and others women in financial distress and without protection of a family,

and (c) the dependants of such women.

The foundation is working under the Women's Affairs Ministry and most of the programmes are run by lady officers. Besides its clinical, family planning and other programmes, the foundation has given vocational training and imparted adult education and functional education to 10,976 so far till 1978. It has been running 5 Institutes for Secretarial Training Courses, 34 Vocational Training-cum-Production Centres and a host of other programmes. A scheme for strengthening and modernising the institute for vocational training for women has been approved costing Tk. 184, 000,000. Two new schemes viz. "Participation of Rural Women in Development Programme" and "Agriculture based rural development programme for women" are being processed with an estimated cost of Tk. 118,500,000 and 49,900,000 respectively. Another scheme "Training of Women for Skills Instruction" is a joint project of the Foundation and UNICEF/ILO initially for 2 years with an estimated cost of Tk. 860,000 of which UNICEF input would be Tk. 690,000. (12)

Swanirvar (Self-Reliance) Women's Workshop

Under the Swanirvar Movement, adult literacy has been diffused to men and women under its non-formal educational programmes. The students and teachers of the rural high schools and primary schools are deployed for its purpose. It has been observed that because of this programme some areas like Rajabari Union of Tangail district or Batasan Durgapur of Rangpur district have made a considerable headway to remove illiteracy of men and women. From November 1978 to May 1979 Swanirvar women's workshops were arranged in 11 thanas of the 11 districts and a national

workshop of 660 selected women took place in the Bangladesh Agriculture University campus in June 1979. The women workers adopted 1,778 projects which would cost Tk. 3,130,000, while they could themselves procure 1,080,000 by their own work. These workshops imparted occupational training under free discussion method in the field of poultry farming, livestock farming, agriculture, cottage industry, pisciculture, rice processing etc. (13)

Dacca based women employees programme

At the direction of the Honorable President of Bangladesh (through the Cabinet Division) the National Institute of Public Administration, Dacca arranged a 1 week training-cum-work programme for batches of Dacca based women employees of Government Semi-Government and autonomous bodies in connection with their own area development. The programme continued from April 1978 to July 1978 and 295 women employees participated who were imparted instructions in kitchen gardening, family planning, poultry farming and cottage industry. They, in their turn, imparted instruction to the women of their own locality and in many cases formed cohesive groups for further development of the women folk in the city. (14)

Country study of one programme

Name of the programme : "Development of 17-Non-Government Women's Colleges at district headquarters".

1. Site/Location :

The Non-Government Women's Colleges taken up for the development programme located at 16 district headquarters of Bangladesh.

2. Scale (Pilot/National) : Pilot Scheme

3. Major characteristics/innovations :

The main characteristics of the programme is as follows:

(a) To raise the standard of education of women folk qualitatively.

(b) To spread science education including Home-Economics among the girls and women community.

(c) To open B.Sc. courses in the colleges in order to facilitate higher studies in science and technology for women.

(d) The programme is chalked out after thorough study of the demands of the colleges so that large number of

women can get the facilities for high education.

(e) Construction of principals' quarters is proposed for some colleges so that the principal could reside within the college campus for smooth conduct of college affairs.

4. Design aspect (contents, strategies, relationship to socio-economic development etc.)

The programme was designed to meet the minimum basic needs of the colleges with limited resources of the Government. The maximum allocation for the development programme for a college is Tk. 2,498,000 and the minimum is Tk. 1,498,000. The development programme includes construction of science laboratory, classrooms, students common room, library, principals' quarters, dark room, gas plant room, female professors quarters. There is also provision for laboratory and classroom furniture, library books, sports goods Taka 150,000 are allotted to each college for purchase of scientific apparatus, chemicals etc. In colleges where gas supply is available, funds are allotted for the purchase of a gas plant.

For Patuakhali and Pabna Mahila Colleges, funds have been allotted for the purchase of land as the land belonging to each college is not the minimum required for a degree college. The programme includes additional grants to each college for the appointment of qualified teachers. The rate for additional grants is Tk. 100/00 per teacher per month taking 25 teachers on average for each college. Restriction is also imposed on the college authority not to appoint new teachers and also not to open new subjects without prior permission from the Government.

5. Implementation aspects

The implementation of the programme started from the year 1975-76 with a target to complete the programme by 1977-78 with an estimated cost of Tk. 34,000,000 under the control of the Ministry of Education, Scientific and Technical Research, and the Atomic Energy Commission. The implementation authority is the Director of Public Instruction, Government of Bangladesh, Dacca. The programme is running with local advisors. It was proposed to meet the funds for the recurring and non-recurring grant from the Education head for the development of colleges. After completion of the programme, the additional recurring grant will be met from the revenue head.

At present there are 300 students on an average in each college. After the completion of the programme, it is expected that each college will have an additional 400 students, that is, a total of 6,800 female students will get the opportunity for

higher education and out of the additional 400 students in each college 30% students will get the facilities for science education.

6. Evaluation aspects (formative, summative, adjustments made from formative evaluations from summative evaluations etc.)

1. The proposed annual investment of the programme was as follows:

1975-76	1976-77	1977-78
Tk. 1,000,000	Tk. 9,470,000	Tk. 22,470,000

2. Benefit from the programme.

Direct and indirect over all development of the whole nation due to expansion of the field for higher education for women is a benefit from the programme. The programme will convert a percentage of women resources into effective agents of production and will partially banish the poverty from a developing country like ours.

7. Management aspects

The whole programme has been taken up at national level for design implementation. There is no financing link between formal and non-formal education systems. The non-formal education system is not included under the programme. Various women's organizations, factories, co-operative societies etc. are not attached with the programme. The supervision of development programme of each individual college is vested on the managing committee or governing body which is a local body.

8. Progress of activity in reducing inequality

The programme will reduce inequality of female students in the field of higher science education. Out of the additional 400 students as mentioned in No. 5 above, 30% will get facilities for higher education in science.

9. Future plan of action (at the activity level and for future dissemination on a wider scale)

The programme was taken up with a view to develop the colleges taken up under the programme into a pilot college in the first phase and later on nationalise the colleges phase by phase. (15)

Case study of Women's College, Sylhet

The district of Sylhet which has an area of 4,785 sq. miles and a population of nearly 500,000 has a Women's Degree College

at its district headquarters which is one of the oldest colleges of Bangladesh. It was established in 1939 with about 25 students (all belonging to the Hindu Community) with about 8 part-time teachers. It started in a small dark, rented house. However, in the early 40s the college was provincialised (at that time the province of Assam). With the creation of Pakistan in August 1947 the college was again de-provincialised and the number of students in 1950-51 fell to 15. There were 7 male teachers with 2 part-timers and only one lady teacher. 6 Art subjects used to be taught. With the local leadership and the support of district civil administration, the roll strength gradually increased, and the Science Section in the Intermediate Branch was opened in 1965-66 and Home Economics Section was opened in 1976-77. The college has, in its academic session 1978-79, 665 students with about 140 students in science and 67 students in Home Economics. The college was shifted to a new area comprising of 5 *acres of land in recent years. Its teaching staff now consists of 24 teachers, including the Principal, out of whom 10 are females and 14 are males.

The college caters to the needs of 6 Girls' High Schools in the town and some more schools of the outlying areas. It has also been successful in providing lady teachers to the girls' schools of the district.

The college has an annual budget of about Tk. 250,000. The major amount comes from the Government grants. During the 1978-79 financial year, the recurring and additional recurring Government grant amounted to Tk. 60,500/-. Student fees during the year amounted to nearly Tk. 100,000. Renting of some shops in the campus area amounts to Tk. 36,000/- and public contribution with cinema tickets by the patronisation of the district civil administration amounts to Tk. 12,000/-. This shows that the college has a deficit budget and this is the main problem of the college. However, for construction purposes, the Government has granted Tk. 900,000 under the 17 non-government womens' colleges programme.

The college is managed by a Governing Body which is constituted by the local elite from amongst guardians of students, donors, persons interested in education and one medical doctor. The head of the district civil administration, the Deputy Commissioner, is the Chairman, and the Principal is the ex-officio Secretary. The very formation of the Governing Body indicates public involvement in the management of the college. But the functions of the Governing Body are limited to non-academic matters like financing, appointment of teachers and other staff, construction programme etc.

* about 2 hectares

It may be seen that the college has less female teachers than males. The reason is two-fold. The female teachers leave the jobs when their husbands are transferred elsewhere from the town. Secondly the calibre of the local female candidates is often not up to the mark. However, the college has a lady Principal, and out of the two Vice-Principals one is also a lady. The lady Vice-Principal looks after the student affairs and accounts, and the male Vice-Principal looks after the public contact aspects. This shows how men-women co-operation is necessary for the development of women's educational programmes in Bangladesh.

References

1. See in this connection Government of the People's Republic of Bangladesh, Ministry of Planning, Statistics Division, Bangladesh Bureau of Statistics, Statistical Pocket Book of Bangladesh, 1978. pp. 8-11.

2. Government of Bangladesh, Bangladesh Education Commission Report May 1974 (in Bengali). p. 4.

3. The budget allocation on education under revenue budget for the financial years 1976-77, 1977-78, (revised) 1978-79 had been 102.09, 135.29, 138.96 respectively and under the development budget for the same years 47.29, 58.11, 72.03 respectively.

4. See The Question Answer Session of the National Assembly dated 14.6.79 vide Sangbad dated 15.6.79. p. 1 col. 1-3 and p. 8 col. 2-3.

5. See Government of Bangladesh, Ministry of Education, Bangladesh Bureau of Educational Information and Statistics, Statistical Profile of Education in Bangladesh (April 1978). p. 54.

6. Data collected by the courtesy of Dacca Board of Intermediate and Secondary Education.

7. See Statistical Profile of Education in Bangladesh. pp. 1-45.

8. See Women for Women Research and Study Group, Women for Women (in Bengali), Bangladesh, 1978, Article entitled Primary Girls Education in Bangladesh by Mahmuda Islam. p. 56.

9. The data was found in an unpublished mimeographed paper of Mr. Azharul Huq Chowdhury, Chief, Education Section, Planning Commission, Government of Bangladesh in his paper entitled "Thinking about Education in the Second

Plan" read out in the Institute of Business Administration, University of Dacca in May 1979.

10. See Government of Bangladesh, Ministry of Finance, Economic Advisors Wing, Bangladesh Economic Survey, 1977-78. p. 191.

11. See Bangladesh Federation of University Women, Souvenir, 1978. p. 13.

12. See Bangladesh Womens Rehabilitation and Welfare Foundation, "Important Information about the Foundation" dated 22.1.79. /Mimeo/. Also see National Board of Bangladesh Womens Rehabilitation Programme, Women's Work (1972-74). The Board was a predecessor of the Foundation.

13. See Swanirvar Bangladesh, Experience of Swanirvar Women Workshop (in Bengali) ed. Manju Ara Alam and others. /undated/. Also see Mahboob Alam Chashi, "Campaign for removal of illiteracy in the Swanirvar Areas". (in Bengali), April 1979.

14. See in this connection Administrative Science Review (Journal of the National Institute of Public Administration, Dacca, Bangladesh), Vol. XI, No. 1 (March 1979). p. 207.

15. Government of Bangladesh, Ministry of Education "Development of 17 Non-Government Women Colleges at District Headquarters".

India

The present situation

1.1 Considerable emphasis has been laid on Girls Education in India. This is in accordance with *Articles 15 (1), 16 (1), and 45 of the Constitution of India. In the context of this Constitutional Commitment, since the education girls has been lagging behind, the Government has been making special efforts to attract girls to the schools by formulating a variety of schemes from time to time.

1.2 A National Committee on Women's Education was set up in 1958-59 with the following terms of reference:

(a) to suggest special measures to make up the leeway in women's education at the primary and secondary level;

* Constitution of India

(b) to examine the problem of wastage in girl's education;

(c) to examine the problem of adult education in relation to those who have relapsed into illiteracy or have received inadequate education;

(d) to examine the methods for encouraging larger numbers of women to go for vocational training.

Article 15 (1) - "Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth - (1) The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them".

Article 16 (1) - "Equality of opportunity in matters of public employment (1) There shall be equality of opportunity for all citizens in matters relating to employment or appointment to any office under the State".

Article 45 - "Provision for free and compulsory education for children - The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years.

1.3 The Committee made far reaching recommendations on various aspects such as:

(a) Creation of special machinery to deal with the education of girls and women at the Central and State levels.

(b) Financial and other incentives.

(c) Provision of additional educational facilities.

(d) Financial assistance to States to implement different schemes.

(e) Training and appointment of women teachers.

(f) Improvement in the quality of education.

(g) Midday meals to the poor, uniforms for girl students, etc.

1.4 The expansion of enrolment of girls in schools at different levels i.e. since 1951, is given in Table A:

Table A : Expansion of girls education

(enrolment in million)

Year	Classes I-V			Classes VI-VIII			Classes IX-XI		
	Enrolment		Col. 3 as % age of Col. 2	Enrolment		Col. 6 as % age of Col. 5	Enrolment		Col. 9 as % age of Col. 8
	Total	Girls		Total	Girls		Total	Girls	
1	2	3	4	5	6	7	8	9	10
1950-51	19.15	5.38	28.1	3.12	0.53	17.00	1.21	0.17	14.0
1955-56	25.17	7.64	30.4	4.29	0.87	20.3	1.98	0.33	16.7
1960-61	34.99	11.40	32.6	6.70	1.63	24.3	3.03	0.56	18.5
1965-66	50.47	18.29	36.2	10.53	2.85	27.1	5.28	1.20	22.7
1968-69	54.39	20.18	37.1	12.05	3.34	27.7	6.83	1.74	25.5
1973-74	64.12	24.32	37.9	15.30	4.60	30.1	8.50	2.34	27.5
1977-78 (anticipated)	71.30	28.00	39.3	18.70	6.00	32.1	11.21	3.17	28.3

Source : Fifth Five Year Plan, Planning Commission, 1973, p. 197

Draft Five Year Plan, Planning Commission, 1978, p. 227 and Education Division, Planning Commission.

This table brings out the progressive increase in the enrolment of girls in primary, middle, and secondary schools over the different Plan Periods.

1.5 While reviewing the position of girls, a better picture is obtained if the proportion of girls as well as boys attending schools is examined over a period of time. The table below gives the percentage of children attending primary and middle classes:

Table - B

Percentage of children attending primary/middle schools

Period	Primary			Middle		
	Age group 6-11			Age group 11-14		
	All children	Boys	Girls	All children	Boys	Girls
I Plan	52.9	70.3	32.4	16.5	25.5	6.9
II Plan	62.4	82.6	41.4	22.5	33.2	11.3
III Plan	76.7	96.3	56.3	30.9	44.2	17.0
IV Plan	83.9	100.2	66.4	35.6	48.3	22.2
1977-78	85.0	101.0	68.0	40.0	51.0	27.0

Source : Draft Fifth Five Year Plan, 1974-79, Vol. II, p. 194 and Draft Five Year Plan, 1978, p. 227.

1.6 The above data show that 85% of the children attended primary classes during 1977-78. Larger proportion of boys attended schools (101.0) than girls (68.0). The figures reflect the National averages and are somewhat inflated since there is about 20% of underage and overage enrolment.

1.7 The State wise break-up shows that the proportion of girls attending primary classes varies much among the States in the following table:

Table - C

Distribution of States according to proportion of girls (6-11 years) attending Classes I-V (1973-74)

Percentage Group	Name of States	No. of States
30-40	Bihar, Rajasthan	2
40-50	Harana, Madhya Pradesh, Orissa	3
50-60	Jammu and Kashmir, West Bengal	2
60-70	Andhra Pradesh, Assam, Gujarat Himachal Pradesh	4
70-80	Maharashtra	1
80-90	Karnataka, Punjab, Uttar Pradesh	3
90-100	Tamil Nadu	1
Over 100	Kerala (120), Pondicherry *(111)	2

* Union Territory

1.8 Considering the importance of the education of girls, several special schemes were introduced, and funds were made available during successive plan periods. The number of such schemes and amount of money spent varied from State to State depending upon local conditions.

1.9 The pattern of financing the special schemes by the Central Government varied from Plan to Plan. During the Second Plan, a special programme for the expansion of girls' education was initiated in 1957-58 (Rs. 21 million). The main schemes implemented under this programme included provision of attendance scholarships for girl students, construction of rent free quarters for women teachers in the rural areas, appointment of school mothers, payments of stipends to women for teachers' training courses. The programme was implemented as a Centrally sponsored programme with a Central assistance of 75% to the State Governments. However, later, in view of the difficulty experienced by some of the State Governments in providing their share of funds, the Central Assistance was released without insisting on the State's share. The Central assistance was worked out in proportion to the number of non-attending girls in the age-group 6-14.

In the Third Five Year Plan, the programme was included in the State Plans with 100 percent Central assistance - the outlay, however, to be found out from within the overall ceiling approved by the Planning Commission under the head, Education for a State. During the Fourth Plan the pattern of Central assistance for specific schemes was changed, and instead, the pattern of giving block grants was adopted. Thus no special assistance for girls' education was given.

The Fifth Five Year Plan also did not provide for any special categories of schemes for special assistance. However, the elementary education sector (containing programmes for promoting education among girls and among the under-privileged sections of the population) was included as an integral part of the National Minimum Needs Programme. These programmes, known as incentive programmes, include supply of free textbooks and stationery, free uniforms, midday meals, quarters for women teachers, and stipends. Since the States are allowed considerable latitude in the choice of incentive programmes, the programmes included have special relevance to local conditions. It may, however, be added that except for the construction of quarters for women teachers, the other schemes are meant for both boys and girls.

The Sixth Plan carries forward this same strategy with the inclusion of universalisation of Elementary Education programme in the Revised Minimum Needs Programme.

A review of the Fifth Plan achievements reveals that the enrolment of girls is far below the National average, even though substantial progress has been achieved in the enrolment of girls.

Table - D

Availability of Educational Facilities in 1977-78

		Enrolment in 100,000s	Enrolment percentage of the Relevant Age-Group Population
Classes I-V	Boys	433	101.0
	Girls	280	68.2
	Total	713	84.9

		Enrolment in 100,000s	Enrolment percentage of the Relevant Age-Group Population
Classes VI-VIII	Boys	125	51.4
	Girls	60	26.5
	Total	185	39.8
Classes I-VIII	Boys	558	82.8
	Girls	340	53.5
	Total	898	68.6

Source : Working group on universalisation of elementary education - interim report - Ministry of Education and Social Welfare, Government of India, New Delhi.

The magnitude of the task for covering all children by 1983 was identified by the Working Group at a massive figure of 45 million of children. Of this, two third are girls. (13.3 million in 6-11 age group and 18.3 million in the 11-14 age group). Apart from the provision of liberal incentives for enrolment and attendance, insistence on appointment of women teachers, school mothers etc., a completely new strategy to tackle the problem of girls education through non-formal education has been identified.

The position regarding enrolment of girls at the Secondary stage is also not too bright. As may be seen from Table A, it is only 28.3% of the total enrolment at the Secondary stage. On the other hand, at the University stage, we have achieved fantastic progress with women constituting nearly 25% of the university population.

Table - E

Progress of girls' education

(enrolment in million)

Year	Classes I-V			Classes VI-VIII			Classes IX-XI, XII			University Education		
	Enrolment		Col. 3 as percentage of Col. 2	Enrolment		Col. 6 as percentage of Col. 5	Enrolment		Col. 9 as percentage of Col. 8	Enrolment		Col. 12 as percentage of Col. 11
	Total	Girls		Total	Girls		Total	Girls		Total	Girls	
1	2	3	4	5	6	7	8	9	10	11	12	13
1950/51	19.15	5.38	28.1	3.12	0.53	17.0	1.21	0.19	15.7	0.33	NA	NA
1955/56	25.17	7.64	30.4	4.29	0.87	20.3	1.98	0.33	16.7	0.54	0.08	14.8
1960/61	34.99	11.40	32.6	6.70	1.63	24.3	3.03	0.56	18.5	0.74	0.15	20.3
1965/66	50.47	18.29	36.2	10.53	2.85	27.1	5.28	1.20	22.7	1.24	0.29	23.4
1968/69	54.39	20.18	37.1	12.05	3.34	27.7	6.83	1.74	25.5	1.69	NA	NA
1973/74	63.75	24.40	38.2	15.03	4.54	30.2	8.50	2.34	27.5	2.90	0.68**	23.4

* Enrolment for University education consists of that for Arts, Science and Commerce

** Enrolment for University education given for 1973-74 is the actual for 1972.

Sources : 1. Fifth Five Year Plan, 1974-79

2. Statistical Abstract, India 1969

3. Educational Statistics at a Glance, 1972, Ministry of Education.

And therein lies the story of Women's education revealing the failure and the contradictions that have come to characterise Indian education today.

The position regarding literacy among women reveals a marked correlation between girls' education and the literacy rate. The Committee on Status of Women in India (1973-74) (reference Towards Equality, Ministry of Education, Department of Social Welfare, 1974) found from the survey that social attitudes to the education of girls vary from acceptance of the need, to one of absolute indifference. 77.8 percent of their respondents in the survey conducted by the Committee stated a categorical rejection of the statement that the girls should not be given any education, while only 16.8 percent signified agreement with this statement. Reacting to another point of enquiry if, in view of the constitutional directive, education should be made compulsory for all children up to the age of 14, 77.5 percent of the respondents, both male and female, supported compulsory education up to Class VIII. The Committee also found that a majority of the girls of the age-group 6-14 are required at home to do various domestic chores such as fetching water, washing clothes, cleaning, cooking, taking food and water to parents in their place of work and looking after their younger brothers and sisters when their mothers are engaged in earning the livelihood. The Committee noted that quite a substantial number of girls also contribute to the family income by their own labour. Girls in the rural areas also share the parental burden of agricultural work, particularly during the peak season. Among other difficulties in the way of progress of girls' education at the elementary stage, shortage of schools in general, absence of separate schools for girls in many places, over-crowding in schools and distance from the girls home to schools were revealed as valid causes by quite a good percentage of respondents. The irrelevance of curricula to the needs of the situation of the girls, particularly in rural areas, has also been advanced as a reason for the parental apathy. Some mothers thought that, except for reading and writing, there was very little that the school offered to their girls.

The survey of the Committee on Status of Women in India also indicated that while 38.1 percent of the respondents found early marriage a genuine difficulty for girls education, 41.5 percent did not agree with this view. However, the average marriage age has been advancing steadily and between 1961-71 the percentage of unmarried girls in the age group 10-14 rose from 77.63 to 86.21 in rural areas and from 93.01 to 95.79 in urban areas.

In this connection, mention may also be made of the regional imbalances in the progress of education of girls. While backward States like Bihar and Rajasthan had the lowest performance, States like Andhra Pradesh, Assam, Maharashtra, Karnataka, U.P. Himachal Pradesh, Manipur and Tripura have revealed a higher achievement at the primary level. The only States/Union Territories where

both primary and middle level show equal or similar high achievement are Jammu and Kashmir, Kerala, Nagaland, Delhi and Tamil Nadu.

It may also be mentioned that there are several other factors for the low progress of girls' education at the elementary stage. These relate to the backwardness of the weaker sections of the community, like scheduled castes and scheduled tribes and also some social groups based on religion. But a significant point coming out of the survey relates to the fact that there is a marked co-relation between the girls education and the literacy rate. This will be evident from the table below:

Table - F

Ranking of States for each level of education, according to ranges of enrolment ratio of girls (comparison between 1956-57 and 1968-69)

States/Union Territory	Literacy		Primary		Middle	
	1961-71		1956-57	1968-69	1956-57	1968-69
1. Andhra Pradesh	2	2	2	3	1	1
2. Assam	2	2	2	3	1	2
3. Bihar	1	1	1	1	1	1
4. Gujarat	2	2	-	3	-	2
5. Maharashtra	2	3	2	3	1	2
6. Punjab	2	3	2	3	1	3
7. Haryana	1	2	-	2	-	2
8. Jammu and Kashmir	1	1	-	2	-	2
9. Kerala	3	4	4	4	3	4
10. Madhya Pradesh	1	2	1	2	1	1
11. Karnataka	2	2	2	3	1	2
12. Nagaland	2	2	3	3	-	3
13. Orissa	1	2	1	2	1	1
14. Rajasthan	1	1	1	1	1	1
15. Tamil Nadu	2	3	2	4	1	3

States/Union Territory	Literacy		Primary		Middle	
	1961-71		1956-57	1968-69	1956-57	1968-69
16. Uttar Pradesh	1	2	1	3	1	1
17. West Bengal	2	2	3	3	4	2
18. Delhi	3	3	4	4	3	4
19. Himachal Pradesh	1	2	1	3	2	2
20. Manipur	2	2	2	4	1	2
21. Tripura	2	2	2	3	1	2

Note : Ranks (in accending order) used for different ranges for enrolment and literacy rates:

Literacy rates:
Rank 1 for less than 10%
Rank 2 for 10 to less than 25%
Rank 3 for 25 to less than 50%
Rank 4 for 50% and above

Enrolment ratio in primary classes:
Rank 1 for less than 30%
Rank 2 for 30% to less than 50%
Rank 3 for 50% to less than 75%
Rank 4 for 75% to and above

Enrolment ratio in middle classes:
Rank 1 for less than 15%
Rank 2 for 15% to less than 30%
Rank 3 for 30% to less than 45%
Rank 4 for 45% and above

Mere enrolment is no criterion of the true situation. Wastage and stagnation at the primary education level has generally been a cause of considerable concern to the National and State Governments. The wastage and stagnation figures among girls are considerably higher than for boys. A special study conducted by the National Council of Educational Research and Training, New Delhi, in 1971, has this to say:

"The difference between the rates of wastage and stagnation for boys (62.3%) and girls (71.36%) are highly significant. The rate for boys is 37.59% in Grades I & II 10.53 percent between Grades 2 & 3, 7.14 percent between Grades III & IV and 7.0 percent between Grades IV & V. For girls it is 42.85 percent between Grades I & II, 12.12 percent between Grades II & III, 8.51 percent between Grades III & IV and 7.88 percent between Grades IV & V.

While the economic and educational reasons of wastage and stagnation apply to a large extent both to boys and girls, in the case of the latter, social factors like early marriage, betrothal, looking after younger brothers and sisters and other family chores, social prejudices in rural areas and parental apathy to girls education play a more significant part.

The problem of drop out of girls at the secondary and higher education levels is in no way less. However adequate number of studies and surveys are not available. One has to only rely on the figures of enrolment.

This matter however received the attention of the Status of Women's Committee. As a follow up action, on the Committee's recommendation, the Ministry of Education and Social Welfare identified a number of action points for dealing with this problem:

(i) Facilities for part-time self study and correspondence courses should be expanded on a large scale to enable working girls and non-working girls, married and unmarried, to enhance their educational qualifications.

(ii) In addition to courses leading to degree/diploma, short courses in specific subjects through summer schools/ sessions, adhoc programmes like seminars, laboratory work, workshop experience etc., should be organized for working girls, with a view to upgrading their professional skills and qualifications. Facilities for further education, not necessarily leading to a degree, but for upgradation of knowledge and skills could be provided.

(iii) While the initiative for organizing such programmes should be taken by the Central and State Governments, the employers should also be increasingly involved.

(iv) Pre-examination training facilities should be organized on a large scale for educated women from the rural areas and those belonging to weaker sections, with the objective of equipping them to compete successfully in examinations for public jobs.

(v) Entrepreneurship development programmes should be organized separately for educated women in the age group 18-30 years having a minimum of matriculation level of education.

Except item (iv), the other recommendations have been acted upon and regular programmes have been taken up.

Planned educational development for enhancing women's opportunities over the years has been useful in bringing about the necessary changes in women's role and status. The First Five Year Plan document had indicated this awareness over 20 years ago. When it stated:

"The general purpose and objective of women's education cannot, of course, be different from the purpose and objective of men's education. At the Secondary and University stage, women's education should have a vocational or occupational basis". (First Five Year Plan Government of India, 1951, Chapter 33). This awareness of the new dimensions of women's education has characterised both Governmental educational policy and planning. If the results have not been commensurate, the reasons are elsewhere - in the socio-cultural and economic compulsions; also perhaps, in the implementation of these policies by an official machinery which has still to acquire the commitment to women's education.

Programmes to overcome difficulties

The special schemes aimed at promoting girls' education in rural areas generally fall into the following categories:

1. Schemes to lessen the economic burden of parents - for example schemes of free tuition, stipends, supply of free textbooks, slates, school uniforms, midday meals etc.

2. Attendance scholarships where incentives are meant not only to increase the enrolment but also to ensure regular attendance of girls in the schools.

3. Appointment of school mothers, construction of sanitary blocks, and quarters for lady teachers, to create more a congenial atmosphere to attract girls to schools.

4. Training courses for women teachers and grants of special rural allowances meant to encourage women teachers to serve in rural areas.

The special schemes for girls' education were initiated by the Government of India as early as 1957-58 in recognition of the importance of girls education in accelerating socio-economic development. In addition, some of the States also have their own schemes in supplementation of the Central Schemes.

An evaluation study (1978) of the Special Programmes for Girls' education was recently undertaken by the Programme Evaluation Organization of the Planning Commission. The study was conducted with a view to appraising the working of the special programmes. Field data was collected from 16 States and 1 Union Territory, 25 sample districts and 78 schools. Besides 169

headmasters and teachers and 1,376 villagers were also interviewed.

The study was a diagnostic study with an action orientation and focus on the process of implementation of the programmes, the difficulties faced, and the responses received, from different sources.

The findings of the study are useful and have enabled the Government of India to identify an appropriate stategy for the 1979-83 Plans. Briefly, they are:

1. The programme for accelerating girls' education, of which these schemes were a part, has been a mixed success.

2. All the sample districts, recorded:

   (a) an increase in enrolment of girls;

   (b) an increase in the number of women teachers;

   (c) general appreciation of the utility of these schemes by the head teachers, teachers and villagers.

Some of the conclusions derived from the study which are of interest to educational planners and administrators are:

1. The inputs to girls' education are not commensurable with the magnitude of the problem. Statewise analysis of expenditure reveals that there was no correlation between the level of expenditure and backwardness of the States in terms of girls' education.

2. A programme in operation for a short period/duration does not have any substantial or lasting impact. For example, the schemes involving heavy financial implications, such as attendance scholarships, free tuition, appointment of school mothers, payment of stipends, free supply of books and slates, were given up by the States the moment Central assistance was withdrawn. And this happened especially in the backward States, where the need for the continuation of the schemes was greater.

3. The special schemes for girls' education in a number of States were adhoc schemes taken up without proper planning.

4. The special schemes were intended to be catalytic in character and were meant to demonstrate the utility

of these experimental approaches. They were all intended to supplement the normal educational programmes in the States. The allocation tended to be meagre and the number of beneficiaries covered too small to have any impact.

5. Where the schemes were well planned and implemented, these incentive schemes such as attendance, scholarships, free supply of books, uniforms, provision of quarters for teachers etc., had made considerable impact.

6. An interesting fact that came to light as a result of the study is that villagers have become conscious and aware of the utility of educating girls, both for improving marriage prospects as well as for economic security.

The main impact of the above findings and conclusions of the study was the Government of India's considered decision not to go in for Centrally Sponsored special schemes for girls, but do make the States undertake conscious planning for improving the girls enroiment and retaining them in schools. With 2/3rd of the non-enrolled children being girls, the States have been enjoined to monitor the progress of girls education both in terms of enrolment and attendance as also expenditure. Appointment of women teachers, provision of quarters for women teachers in rural areas, incentive schemes such as attendance scholarships, free supply of textbooks and uniforms, etc., have all become part of the normal education budget of each State Government and have been included in the Revised Minimum Needs Programme.

The main thrust of the Central Government's programme is now on realising the goal of universalisation of elementary education, to ensure that every child in the age group 6-14 gets facilities to learn on a full-time basis, if possible; and on a part-time basis, if necessary. The intention is to take care of the drop outs of children who will not attend the normal school through the organization of non-formal education.

The non-formal education for girls will provide for a programme of instruction immediately relevant to their needs. It will cover, apart from Literacy and Numeracy, the following elements: health and hygiene; food and nutrition; home management and child care; civic education; and vocational and occupational skills.

This model is not compulsory. The girls are free to choose for study either this course of instruction or the general one available for boys. With the formal system providing for multiple point entry, opportunities for girls to come back into the main stream will increase.

The National Adult Education Programme, launched in October 1978, is another major programme of non-formal education for women. The National Adult Education Programme aims at:

(a) making men and women more conscious of their rights and responsibilities, implications of the laws governing women's status in society, and developing an understanding about the various manifest and concealed ways which cause women's oppression;

(b) assisting women to achieve economic viability through acquisition of literacy and other necessary skills and resources;

(c) providing women access to knowledge in other areas, particularly in health, children, nutrition, family planning etc., and

(d) assisting women to form their own groups for learning and productive activity, and to strengthen their participation and voice in the development process.

The policy statement on Adult Education has clearly stated that the adult education programmes have to be relevant, flexible and diversified. In planning adult education programme for women the following broad categories can be identified:

1. Women in the organized sector which includes factories, mines, plantations, public undertakings like railways etc.

2. Workers in semi-organized industries e.g. construction, bidi, match, agarbatti etc., and contract or casual labourers in various organised or semi-organized establishments.

3. Rural women whose characteristics and problems vary across groups.

4. Landless agricultural labourers, the small farmers, the artisan and the service castes.

The National Adult Education Programme envisages that voluntary agencies; government, universities, colleges and other educational institutions, employers, municipalities and panchayatraj institutions etc., all have a role to play in the implementation of the programme. There is a large variety of institutions which cater to one or other aspect of women's welfare. These agencies include: Mahila Mandals, employment oriented training institutions, Nariniketans etc., and Women's Organizations (like YMCA, AIWC, NFIW, BGMS etc.).

A variety of special schemes have been initiated by the Government to develop the social and literacy status of women in the country. Some of the programmes cover mainly the adult women in the age group 15-35 who have not been to schools and who have dropped after passing secondary stages of school education.

Some of the schemes which are under operation are mentioned below:

Condensed course for adult women: The scheme of the Central Social Welfare Board, attempts to open new avenues of employment for needy women and create a band of trained workers for various projects in rural areas. Adult women in the age group 18-30, with a low level of educational attainment are given coaching to enable them to appear for the middle school and matriculation examinations. The benefit of the scheme is however limited to destitute women who need to be rehabilitated in society. 1,386 courses have been conducted and 33,000 have been trained in these courses so far.

Detailed study of one activity

Programme I

Scheme of condensed courses of education for adult women

During the Second Five Year Plan, it was estimated that a large number of trained women workers, like Gramsevikas (Rural Development Workers), Nurses, Dais (Rural Health Workers), Midwives, Balwadi (Pre-school) Teachers, Primary School Teachers, Family Welfare workers etc., were required for implementation of the various development schemes. For specialised training the minimum educational qualification for admission is a pass either in the Middle School or Matriculation Examination. Even in places where training facilities existed for these types of jobs, experience had shown that suitable candidates, mature in mind and with the minimum educational qualification, were not available to undergo the training. While on the one hand there was the problem of non-availability of educated adult women for undergoing training, on the other, there was a problem of thousands of deserving adult women, in need of employment in order to supplement their family income.

Bearing these factors in view, the Central Social Welfare Board started the Scheme of Condensed Courses of Education for Adult Women in 1958. Its main objectives are: (a) to open new vistas of employment to a large number of deserving and needy women and (b) to create a band of competent trained workers required to man the various projects, particularly in the rural areas in the shortest possible time.

Assistance under the scheme is given to the following type of institutions:

(a) Voluntary Welfare Institutions for women which have some experience in conducting educational programmes in addition to their normal welfare activities;

(b) Recognised educational institutions (such as Middle or High Schools and Training Colleges);

(c) District Level Committees constituted by the State Boards;

(d) After-Care Homes/Prisons.

(The Functional Committees of Family and Child Welfare Projects should not be entrusted with this work).

The courses are organized both in rural and urban areas. Preference is, however, given to institutions working in rural, backward and hilly areas, and in slum areas in big cities and towns. Even when the courses are located in urban areas preference should be given to women from rural areas.

In order to be eligible for financial assistance under the scheme, an institution/organization should possess the following characteristics:

(i) It should be registered under an appropriate Act or should be a duly constituted branch of a registered body; (mere affiliation to a registered body will not suffice for this purpose);

(ii) It should ordinarily have been engaged in welfare/ educational work for a minimum period of three years prior to the request for grant under the scheme (The condition of this period may be relaxed in respect of institutions in backward, tribal and hilly areas); and

(iii) It should have a properly constituted Managing Committee with a majority of women members on it, and with its power, duties and responsibilities clearly defined and laid down in a written constitution.

Grants are given for conducting courses for:

A. Two year courses

(i) Middle School examination of the State Education Departments (or where no such public examination

is held, for middle school class examination conducted by a recognised institution); and

(ii) Matriculation (or High School) examination of a University or a Board.

B. One year course for failed secondary school leaving certificate (S S L C) candidates:

(i) Matriculation (or High School) examination of a University or a Board.

(ii) This course is a new component introduced as part of the scheme during the Fifth Five Year Plan.

The usual type of vacations and holidays in the regular schools are not applicable to Condensed Courses. The vacations are restricted to about two to three weeks in a year and the holidays observed only on a few important occasions.

The maximum number of candidates admitted in a course is 25 and for a mixed course, the residential candidates and non-residential candidates should not exceed the ratio of 4:1. Normally no local candidate is admitted as a residential candidate.

Only socially handicapped and other deserving needy women candidates in the age group 18-30 i.e. those who have completed 18 years, but are below 30 years at the time of starting the course, are eligible for admission. However, candidates in the age group of 16-18 years are also be admitted if adequate number of eligible candidates in the age group of 18-30 are not available.

Candidates who have once availed themselves of a Condensed Course will not be eligible for admission to a second two years course.

All candidates will have to furnish an undertaking to the effect that they would not leave the course without completing and that they would be prepared to go for further specialised training and serve in the rural areas.

Each institution sanctioned a course will have to employ at least one full-time trained teacher who should be responsible for the course and three to four part-time teachers as required by the institution. At least one of the full-time teachers should be a trained graduate in case of Matriculation courses and a trained Matriculate (Preferably graduate) for Middle School Courses.

Full-time teachers will have to put in at least 40 hours of teaching in a week.

Assistance is given subject to a ceiling of Rs. 54,300 for residential courses, Rs. 48,900 for mixed courses of 20 residential and 5 non-residential candidates and Rs. 27,300 for non-residential courses, as per approved schematic budget for the following items:

(a) Maintenance charges up to Rs. 50 per month for each residential candidate. This will cover expenditure on food and supply of clothing to poor and deserving candidates.

(b) Pocket money at the rate of Rs. 10 per month to a residential candidate. These amounts would be paid in cash every month and monthly acquittances kept for scrutiny at the time of audit.

(c) Salaries for one full-time trained teacher and three to four part-time teachers upto a maximum of Rs. 600 in all.

(d) Rent up to Rs. 100 per month in case the institution does not have its own building to conduct the course.

(e) Expenditure for the purchase of essential furniture (e.g.) a table, two or three chairs, small desks, durees/mats, a cupboard) and textbooks, charts, maps and models for the use of the candidate and teachers up to a maximum of Rs. 1,000. Items like steel cupboards, wall clocks, sewing machines, musical instruments, etc. will not be allowed. Expenditure on stationery items such as ink, pencils, exercise books, etc. used by the candidates will have to be met by them. The amount will be reduced for subsequent batches;

(f) Expenditure on contingencies up to a maximum of Rs. 500. This will cover all items such as medical expenses, postage conveyance charges (only for bank transactions in case banking facilities do not exist locally), audit fees advertisement charges if required for calling of applications for admission to the courses, stationery for the use of the institution for maintenance of accounts etc.

Institutions which have already conducted three courses and are likely to continue the scheme may be considered for a building grant up to a maximum of Rs. 5,000 for additions and alterations to an existing building or for the construction of a classroom, in lieu of rent, provided the institution actually owns the land and building on which the additions and alterations are to be carried out.

The scheme of Condensed Courses is not merely intended as a rehabilitative programme. In order to assess how far the Scheme has served its main objective in regard to meeting the shortage of trained women personnel for work in the rural areas, grantee institutions are required to keep a record of each candidate passing out of the Courses, and further placement in specialised training or employment. The women who pass the Condensed Courses can seek admissions in institutions which conduct training courses for teachers, gramsevikas, nurses, mid-wives, dais, craft instructors, balsevikas, family welfare workers, etc. Grantee institutions have to render necessary assistance in the matter of getting those candidates admitted/placed in other institutions for employment.

Programme II

Scheme of vocational training programmes for adult women

The Scheme of Vocational Training Programmes for Adult Women aims at providing opportunities for needy and deserving women between the age group of 18 to 30 years to undergo intensive training in selected vocations at the existing Vocational Training Institutions and to enable them to find suitable employment (employment in the open market or self employment). Age relaxation beyond 30 years are given to only such candidates who cannot complete the Condensed Course within the prescribed age limit. Candidates in the age group of 16-18 years can also be admitted to the Course, if adequate number of eligible candidates in the age group of 18-30 are not available.

Women who have undergone a basic general education prescribed for a particular vocational course between the ages of 18 to 30 will be eligible for undergoing training under this programme.

The selection of Vocational Training Courses in each State is done by the State Social Welfare Advisory Boards in consultation with the Regional Employment Directorates and other Government Departments and Voluntary Agencies keeping in view the employment potential in the State. Some of the Vocational Training Courses offerred are:

Secretarial Courses

Radio and Television Mechanics

Tailoring

Ayah Training - Child Care aide

Training for House-Keepers, Nurses aids

Nursery School Teachers Training

Balsevika Training - child care, health and education

Lady Health Visitors

Nurses/Compounders/Sanitary Inspectors

Family Planning Workers

Library Science etc.

Laboratory Technicians

Catering/Hotel Management

Home Decorators

Draftsmen

Accountants

Photography

The above vocations are only suggestive. The selection of vocations is made after full consideration of the scope for immediate employment after the completion of the training course.

The duration of the Courses varies according to the nature of the course and the duration followed by the Training Institutions for recognised courses.

The State Social Welfare Advisory Boards, through their contact with the Voluntary Organizations, Projects and field staff locate deserving and needy women of the requisite age and qualifications and maintain a register of prospective trainees for various vocations. While making the selections preference is given to the women candidates who have passed the examination under the Condensed Courses of Education organized by the Board and who are found suitable to undergo a particular Vocational Training Course.

While the State Social Welfare Advisory Boards would select and depute the candidates for training at the selected institutions. Providing of employment or rehabilitation, after the training would be the overall responsibility of the State Boards and institutions conducting the Vocational Training Programmes. For this purpose, the State Boards keep in touch with the Regional Employment Exchanges, other Governmental and Voluntary

Organizations, for the absorption of the trained hands, and maintain a regular follow-up of the trainees.

The financial assistance to Voluntary Institutions is limited to Rs. 27,150 for a period of one year for residential courses, Rs. 24,450 for mixed courses and Rs. 13,650 for non-residential course.

The maintenance charges for each trainee in residential courses normally would be up to Rs. 50 per month. Besides, pocket money of Rs. 10 per month is also be paid to them. The above provision for 25 candidates in a course works out Rs. 18,000 for 12 months. The balance available, provision within the ceiling of Rs. 27,150 could be utilised by the institutions towards supplementing the expenditure on teachers/instructors, salary, tuition fees, rent for additional accommodation, educational equipment and contingencies including raw materials.

The stipend for the candidates for purely non-residential courses is limited to Rs. 15 per month. Excluding a provision for Rs. 4,500 for the above purpose, the remaining part of the provision to the tune of Rs. 9,150 is utilised for supplementing the institutions expenditure on other items mentioned above.

For Mixed Courses of both Residential and Non-residential candidates, the maintenance charges and pocket money (for Residential Candidates) and the stipend (for Non-residential candidates) will be on the basis of the respective rates indicated above and the balance of the provision in the Schematic budget is utilised towards supplementing the training programme under different heads.

Schematic budget for vocational training course for 25 candidates

Residential		Rs.
(i)	Maintenance of 25 candidates for 12 months @ Rs. 50 p.m. per head	15,000
(ii)	Pocket money @ Rs. 10 p.m. per head	3,000
(iii)	Teacher's salary @ Rs. 600 p.m.	7,200
(iv)	Rent @ Rs. 100 p.m.	1,200
(v)	Educational equipment	500
(vi)	Contingencies	250
	Ceiling Limit: Total	27,150

Mixed courses		Rs.
(i)	Maintenance of 20 residential candidates @ Rs. 50 p.m. per head	12,000
(ii)	Pocket money @ Rs. 10 p.m. per head for 20 residential candidates	2,400
(iii)	Stipends to 5 non-residential candidates @ Rs. 15 p.m. per head	900
(iv)	Teacher's salary @ Rs. 600 p.m.	7,200
(v)	Rent @ Rs. 100 p.m.	1,200
(vi)	Educational equipment	500
(vii)	Contingencies	250
	Ceiling Limit: Total	24,450

Non-residential course		
(i)	Stipends to 25 candidates @ Rs. 15 p.m. per head	4,500
(ii)	Teacher's salary @ Rs. 600 p.m.	7,200
(iii)	Rent @ Rs. 100 p.m.	1,200
(iv)	Educational equipment	500
(v)	Contingencies	250
	Ceiling Limit: Total	13,650

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The literature in this bibliography focuses largely on Government documents, both at the National and States levels. The list also includes a few relevant studies. The subject is vast and the bibliography would become too lengthy and unwieldy if an attempt had been made to focus on studies which relate to discrimination in education due to sex differences in the attainment of roles and rewards both in the educational system and in the larger society. Discrimination in education in so far as it has reduced access to the educational system or reduced production of marketable skills by the educational system has been covered.

This bibliography is also not concerned with the general literature on sex differences or the acquisition of sex roles.

One point however does merit mention; there has been very little research on what aspects of formal schooling contribute to the continuation of sex differentiation of roles in society. One recent study by Kalia, NR. focuses on sexist bias in school textbooks and curriculum materials. While it is generally accepted that teachers and curriculum materials prescribe different behaviours for males and females and reward and punish different behaviours of males and females, adequate studies are not available.

It must however be stated that there are a large number of studies by research workers, and administrators, and a number of governmental committees to review womens' programmes. However many of these are very general and non-statistical and are therefore not referred to for purposes of this study. The National Committee's Report on Status of women drew attention to the absence of an adequate data base and relevant statistics needed for objective evaluation of the womens' changing role. Studies have now been commissioned by the Indian Council of Social Science Research (ICSSR). Some of these have already been published and are included in the Bibliography.

Heavy reliance has been placed on governmental documents and published statistics. Almost all the documents included in this bibliography are easily available.

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Indonesia

The Indonesian experience will certainly differ from that in other countries, but it will also have similarities. It is only natural since an educational system in one country cannot be expected to be exactly the same as that in other countries. These dissimilarities stem from the fact that socio-economic and cultural conditions, which affect the system, also differ from one another.

As we are all aware, every nation in the world has its own philosophy which they strive to live up to and maintain as an element in their national identity. In order to achieve this goal, education is looked upon as basic and the most important means to ensure the continuation and preservation of society. It is small wonder then, that in any society, education has always become a focal point, because only through education, are values preserved, knowledge and skills are transmitted, and desired attitudes are fostered.

In discussing the problem of equality of educational opportunities for women and girls, it would do well to cite the Constitution and state briefly the goal of our national education system.

Article 29 of the Constitution which was reiterated in the People's Consultative Assembly's decision TAP No. III/1978, stated clearly that "the National education shall be based on Pancasila (Five Principles) and shall aim at fostering a strong belief in God the Almighty, developing mental capacities and skills, nurturing high ethics, and strengthen good character and a sense of nationalism, in order to mould every Indonesian as a self developing individual and also a responsible citizen for the development of his/her country and his/her nation.

The article indicated three main basic principles:

(a) that the Government has great concern for the development of the religious life of its citizen;

(b) that the development of a wholesome personality entails both physical as well as mental development, that in addition the mental and physical powers, a strong character and a sense of nationalism must be developed equally;

(c) that the output shall be individual with high degree of self sufficiency and self development.

The constitution sanctions a national education for every individual. It does not in any way discriminate against someone or groups on the bases of sex, colour, creed or religion.

The constitution and other related laws and regulations clearly indicated that legally, women have as much opportunity as men to pursue their education.

However, what the law says is one thing, and what really happens is another.

Let us look at the statistics. In 1976 it was:

(a) estimated that of the total population, women accounted for 51% against 49% for men;

(b) in absolute number, it was 66 million women and 64 million men;

(c) the total for breakdown by sex of youngsters (under 10 years) and adults (10 years and above) is as follows:

adults	male	34.343.936
	female	36.571.660
youngsters	male	29.673.856
	female	30.176.974
	total	130.766.427

As was stated earlier, socio-economic and cultural conditions affect to a great extent the educational system. With respect to equality of educational opportunities for women and girls as it reflects our system, the extent to which it is being actuated is very much influenced by the prevailing socio-economic and cultural conditions in Indonesia.

First, the general status of women and girls in Indonesian society will be explored. Quantitatively, women constitute more than half of the total population, but qualitatively they are far below men. In general, women are by far less educated than men.

Admittedly, since Independence in 1945, women have achieved much progress in terms of assuming active roles and positions in public life. For instance, there are three deans for law school and other colleges, in addition to a score of faculty members and professors. More and more women are entering professional fields such as: law, medicine, engineering, etc. Women are proud that there is junior minister in the Cabinet in charge of women's role in development.

Since Independence, progress in the educational field, considering the entire female women population has been tremendous, particularly with respect to those with college or university education.

Statistics of 1969 shows us the following figures:

Level of education	in 1969
No schooling	25.78%
Primary level	30.03%
Secondary level	26.60%
Tertiary level (Academy/University)	17.59%

One fourth of the total population of women and girls did not have any schooling at all.

The reasons could be one or more of the following:

(a) Prevalent socio-cultural conditions are not conducive to the education of women. In Indonesian society, there are still remnants of old fashioned notions that a women's role is less important than that of men and that a women's only place is in the home. This notion is gradually disappearing.

(b) Low income level. Poverty constitutes one of the main variables discouraging parents from sending their children, particularly girls, to school. Pressure on the family for a livelihood, forces the children to engage in some income generating activities at a very early age. Most parents, especially in rural areas, keep them as helping hands in the farm or home, rather than sending them to school.

(c) Ignorance begets ignorance. Non-educated parents cannot be expected to have a high esteem for the education of their children. This is further reinforced by the false notion, which still exists, particularly in rural communities, that women do not need education or if they do, it will be sufficient just to be able to read and write.

This attitude clearly does not stem from economic pressure alone, but more from ignorance.

(d) The accelerated development process has created new jobs, particularly for girls who have a relatively easier access to those jobs than men or older women.

This group of people endowed with good appearance and freshness in towns and cities are grabbing the chances of earning a living at the cost of terminating their education.

Generally, they are engaged in show business, amusement and productive enterprises with non or half automation.

They all aspire to become mothers one day. When they get married, they retain their jobs and professions to help increase the family income.

(e) Lastly, a social change, a disequilibrium resulting from the process of modernization manifested in deterioration of morality, delinquency and even drug abuse.

Youngsters, boys and girls, fall victim to these pressures and as a consequence, abandon school. They are classified as "drop-outs".

After a brief survey on the general status of women and girls in Indonesian society and the goal of national education, the following conclusion can be reached:

"There's no doubt as to whether women and girls have equal opportunities for education".

This is guaranteed by the constitution. It is sanctioned by law and other regulations.

It is only a problem of how to put the laws and regulations into practice, because apparently, legislation does not automatically ensure practical implementation. The latter is a function of a relationship between the women and their socio-economic conditions.

Those who cannot avail themselves of educational opportunities for schooling are generally rural women and girls. They really are the most deprived group, materially as well as educationally.

Specifically because of economic pressure they cannot afford even to indulge in learning which will benefit them in later times.

The majority live in villages and rural areas where life is hard and lacks even basic necessities. They are deprived of most elementary services and basic amenities.

Communication, technology, sanitation, even spare time are hard to come by. Life demands so much of them that they can hardly think of tomorrow. They see no future, what they are forced to focus on is now.

This situation cannot and must not go on forever. Ironically, their only salvation lies in their really getting educational opportunities. Consequently, no effort should be spared to ensure that they get the opportunity and really utilize it to pursue their education. In short, to bring into effect the constitution sanctioning equal opportunities of education for women and girls.

Let us now look into the system of formal education in order to gauge the extent of schooling which the Government provides for the people. At present the levels and numbers of schools in the whole system are as follows:

Level/type of school*	Number of schools
1. Primary school	92,499
2. Junior secondary school	9,505
- General	7,728
- Economics	712
- Home Economics	331
- Technical	734
3. Senior secondary school	3,681
- General	1,579
- Economics	702
- Home Economics	160
- Technical	611
- Teacher training	585
- Physical education teacher training	44

The above institutions are engaged in providing a formal type of learning, which can be only attended by girls, not by women. Practically speaking women are supposed to be married,

* All Government schools in Indonesia normally admit boys and girls.

even if they are still under 16 years of age.

In addition, there is another type of learning which can complement or supplement and sometimes serve as a substitute, i.e. non-formal education, the activities of which may take the form of formal programmes but conducted out of school and available for girls, as well as women.

In relation to this definition, there are similarities between formal and non-formal education. Some of the characteristics which distinguish non-formal education from formal education are as follows:

1. The clients of non-formal education are mainly those who have not gone to school, or dropped out especially from the early stages or have not continued to higher level of schooling. It means that non-formal education is concerned with the development of the "have nots".

2. The content of non-formal education stresses more on the development of mental attitude and practical skill relevant to problems and needs faced within real life.

3. Non-formal education aims at creating conditions in the community which leads to people developing learning habits in order to adjust themselves to, and utilize, technological development.

From what is described above it is clear that formal and non-formal education are two sides of a coin, and that both serve in a complementary way, the need to expand equal opportunities for education for man as well as women and girls according to their own choice. If there are slight differences between the two, it is related to differences in the educational needs of the groups in the community who are participating in the respective educational programmes.

We will now look at the figures of the total number of women including girls categorized as poor and educationally deprived, and the total of those taking advantage of non-formal education programmes.

There is a slight "discrepancy" in the figures available but these are not significant if we just want to have a general picture of the educational level of women in Indonesia as it relates to the effort of achieving equal access to education for both men and women.

From the statistics available we can make the following observations:

(a) With respect to non-formal education function, the numbers of girls categorized as poor and educationally deprived (age 10 to 24) are less than for older women (age 25 to 44). It means that "the girls of 1977" had more opportunity than "the girls of 1967" who now have become adult.

The percentage is not high but nevertheless, it shows a difference.

(b) With respect to non-formal education function, the Government seems to focus its non-formal programmes on older women (age 25 to 44). The rationale was that these women who were mostly housewives and need additional or improved knowledge, attitude and skill in order to enable them to engage in activities which will add to the family income, better raise their children and at the same time take an active part in the development process of their community.

The situation just described calls for a vigorous and determined effort to alleviate the problems through logical means of expanding and really putting into effect a universal and mass education throughout the country.

Towards this end, the Government has introduced a new approach and methods in non-formal education, for example the formation of "learning - groups" as a means of delivery, "learning packages" as an educational method, and a strategy for the "multiplication of learning activities" based on a chain reaction system.

These approach and method are embodied in a programme called "KEJAR", which should be strongly promoted in the rural areas to be effective.

Programme KEJAR

The Ministry of Education has delineated its policy and strategy, particularly with respect to non-formal education in the form of "PROGRAMME KEJAR".

The term "KEJAR" has three interrelated meanings:

First, it can be literally translated as "to catch up", meaning to catch up with what had been left out before, i.e. no education.

Second, it is an acronym for "bekerja" (work) and "belajar" (learn), meaning that one can learn while doing his/her daily work.

Third, it stands for "Kelompok" (group) and "belajar" (learning), so it is a learning group engaged in some learning activity.

Therefore, "PROGRAMME KEJAR" is a non-formal programme of education designed to be implemented in learning groups and integrated into daily life activities, to catch up with technological development, and made available for men and women.

Only through this programme could women have a real opportunity to engage themselves in learning activities without disturbing their daily chores.

Furthermore, the Minister has stipulated that the programme is to be implemented through a "chain reaction with geometric progression".

With "PROGRAMME KEJAR", there is no need for them to come all the way to school or other public building for sessions as they used to do in the past, but with 6 to 10 people in the neighborhood who have the same learning needs, they form a learning group. Some one with some education or skill will be asked to help serve as tutor or monitor.

Those who are beyond 46 will not be required or forced to learn to read and write, but there will be special programmes for them to gain new information and skills through demonstration, cassette tapes, slides and films, etc.

Illiterate women between 10 and 45 years of age will be motivated to participate in the programme. If those at the age of 46 and above also wish to become literate, and if there are many in several villages, they will be served with the programme.

The Kejar programme as an educational policy and strategy was based on a genuine system of co-operation known as 'gotong royong' which is prevalent in the Indonesian society, making the programme most likely to succeed.

This policy implies that in expanding educational opportunities, we also strengthen indigenous social institutions such as 'gotong royong' to elicit popular participation.

This type of programme ensures a more extensive and real opportunity for women and girls to be educated, to gain new knowledge and skills necessary for the improvement of their status and living standard. We are sure that non-formal education programmes potentially can be more productive. They may be less costly, more flexible, more relevant to practical needs, more decentralized in administration, more readily available to rural women and less dependent upon resource persons (trainers).

However the critical aspect in managing a vast and massive programme like PROGRAMME KEJAR is the mobilization of a vast manpower resource who must not only be willing to work voluntarily in different stages of the implementation but also trained to do their job.

The programme requires the mobilization of volunteers, in thousands, to serve as tutors and monitors for the learning groups.

These volunteers have to be identified, motivated and trained within the respective local communities.

In implementing the PROGRAMME KEJAR, the government realises and acknowledges the potential role of non-governmental and social institutions, particularly women's organizations. These organizations have always been keen in supporting and activating educational programmes in the country.

To this end, the government had collaborated with the Unesco Regional Office in Bangkok to organize and set up a national literacy workers training course for selected members of the national women's organizations in Wonosobo, Central Java.

The training which was aimed at improving the participants competence in guiding and helping the learning group and training group leaders was conducted in December 1978.

In the final analysis, it is only through non-formal education that a legal pronouncement of equality for men and women and for girls and women to education can be realized.

Conclusion

The points can be summarized as follows:

1. The opportunity to be educated is open to men and women (including girls). The government provides educational facilities for both men and women. However, in practice that opportunity has not been fully utilized by women and girls due to the following conditions:

   (a) there is still a gap between those who can and those who cannot afford to participate in the educational process (the have and the have nots);

   (b) there is a gap between villagers and urban dwallers in terms of motivation and aspiration to education;

(c) there is still a difference of social status accorded to men and women, that hinders the advancement of women. This is more prevalent in rural communities.

2. In order to solve these problems, the government has strengthened the programmes of non-formal education and has given it needed support and administrative and technical back up to enable it to play a more active role in supplementing and in some instances - substituting for, formal education.

3. To catch up with the development process, the government is determined to achieve three basic objectives in non-formal education i.e.:

   - Eradication of illiteracy amongst people 10-45 years of age;

   - Transforming attitudes;

   - Transmitting skills.

4. The strategy to help the have nots gain new knowledge and skills is through:

   (a) the organization of learning groups;

   (b) the provision of learning packages (Paket A);

   (c) the implementation of PROGRAMME KEJAR.

5. That education is a joint responsibility between the family, the community and the government.

   Therefore, in activating and expanding non-formal education programmes, social organizations have taken a very active part. Womens organizations and religious associations have already helped the government in implementing PROGRAMME KEJAR. The whole effort in educating the entire population has been assisted by external and international bodies, such as UNICEF, Unesco, and the World Bank.

6. Finally a finding to be found in the Report of National Literacy Workers Training Course. (Wonosobo - Indonesia, 3-11 December 1978)

To ascertain the level of knowledge of the participants about the PROGRAMME KEJAR and their attitutional orientation towards the programme, a sample questionnaire was distributed to

be filled up anonymously. Analysis of the participants response revealed a very interesting situation. 99% of the participants agreed that the PROGRAMME KEJAR will be highly helpful to solve their problems; 19.21% of the participants felt that the PROGRAMME KEJAR would be highly successful and 80.78% felt that the PROGRAMME KEJAR would be moderately successful. 57.71% of the participants agreed that the persons presently working in the PROGRAMME KEJAR are capable and serious.

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Table 1

Percent illiteracy in total population 15 years and over by sex, rural/urban, 1971

:	: Female (%)	: Male (%)	: Total (%)	:
: Rural	: 59.5	: 34.5	: 47.8	:
: Urban	: 33.9	: 12.4	: 23.3	:
: Total	: 55.4	: 30.5	: 43.4	:

Note: That the rate of increase in literacy was greater for women than for men between 1961 and 1971 (16% compared to 12%).

Table 2

Percent population in different age groups attending school

Age groups :	Percent population attending school					
	Rural		Urban		Total	
	Male :	Female :	Male :	Female :	Male :	Female
5 - 13 :	59.3 :	55.8 :	72.7 :	70.9 :	61.6 :	58.5
14 - 19 :	26.7 :	16.7 :	54.9 :	37.9 :	32.7 :	21.3
20 - 24 :	4.4 :	1.2 :	16.9 :	8.2 :	7.4 :	2.8

Source: 1976 Intercensal Population Survey, No. 3 Table 04

Table 3

Educational attainment by sex for rural and urban areas, 1976
educational attainment (in percent)

Region	Age	Sex	No Schooling	Elementary School		Gen. Jun. High School		Voc. Jun. High School		Gen. Sec. High School		Voc. Sec. High School		Academy University
				Not finished	Finished	Not finished	Finished	Not finished	Finished	Not finished	Finished	Not finished	Finished	
Rural	10+	M	25.8	48.5	14.8	3.7	1.5	1.4	.8	.6	.4	.7	1.2	.2	.1
	10+	F	45.2	39.3	9.7	2.1	.8	.8	.4	.2	.1	.3	.4	.1	.0
Urban	10+	M	9.3	34.9	14.4	9.1	5.9	2.3	2.3	3.7	4.2	3.0	4.1	3.7	2.2
	10+	F	23.9	35.3	12.9	7.8	4.4	1.9	1.7	2.4	2.4	2.0	2.8	1.8	..

Source: 1976 Intercensal Population Survey, No. 3, Table 03.

Nepal

The present situation

Nepal is a small, landlocked and relatively isolated country of just over twelve million people. Though she is blessed with a long history and rich past heritage, all development efforts for the modernization of the country started only about thirty years back. Building of roads, establishment of schools, improvement in the transport and communication systems are some of the achievements. The massive problems of mass illiteracy and poverty are still to be solved. More than ninety percent of the people still live in isolated scattered villages and engage themselves in agriculture with the same age-old tools and techniques. The GNP growth rate does seem to keep pace with the population growth. All these socio-economic conditions of the country are reflected in the educational status of the country.

Educational perspective

Nepal seems to have had a rich and scientific system of education many centuries before the birth of Christ. The Vedas and Upanishads seem to have developed in the Nepalese soil where the great scholars of those days practised their exercises in the philosophy of human existence. Born in Nepal, the Buddha seems to have taken his religious missions to educate the people. However, these tales and histories of ancient glory have just the practical value of maintaining the morale of the people to fight the present challenges. Modern Nepal did not see much of educational endeavours to educate the masses. The real effort to educate the people started only in 1951 when a century-old family rule was overthrown. Though short in the span of time, educational development has made significant headway which is reflected in the following table (NESP, p. 3, 1970):

Table - 1

Education level	No. of school			No. of students		
	1951	1961	1970	1951	1961	1970
Primary	311	4,001	7,256	8,505	182,533	449,141
Secondary	11	156	1,065	1,680	21,115	102,704
Higher	2	33	49	250	5,143	17,200

Nepal's effort to establish and expand modern education has been scientific on many counts. The Nepal National Education Planning Commission (1954-56) recommended a broad-based education

system with a uniform curriculum throughout the country. Educational efforts in the following years have been guided by the recommendations of this Commission. Universal primary education has been adopted as the policy for the first cycle of education. Both boys and girls have been encouraged to enrol in the primary schools. It has, however, been found that primary school enrolment has been dominated by male students. The number of girl students in the schools remained insignificant. As a result, the progress in the education of girls and women has been limited. The following table (Basnet, p. 2) shows the slow progress in this area:

Table - 2

Showing the percentage of male and female

Year	Male Literacy	Female Literacy	Total
1951	7.8	0.7	4.3
1960	16.3	1.7	8.9
1970	24.7	3.6	14.3
1974	33.2	5.2	19.2

Educational policy: Stating the educational policy of the Government and the efforts, K.N. Shrestha states:

> Ever since the Government of Nepal made the decision to establish a system of mass education in the country, the doors of schools were opened for both boys and girls. Special efforts were made to establish separate girls schools and colleges to encourage the conservative parents to admit their daughters in the schools. The results, however did not seem encouraging. The student enrolment of primary schools has been largely dominated by male students. (Shrestha 1978, p. 3)

The following tables (Educational Statistics Report, 1976) substantiate the aforesaid:

Table - 3

Comparative primary students
(girls and boys)

Year	Primary students		Percentage of Girls	Total students enrolment percentage
	Total	Girls		
1973	359,612	58,543	16.3	35.3
1974	401,035	69,331	17.3	38.3
1975	458,516	84,008	18.3	43.2
1976	643,835	129,276	20.0	59.4

Table - 4

Comparative secondary students
(girls and boys)

Year	Lower secondary students		Percentage of Girls	Percentage in relation to primary enrolment
	Total	Girls		
1973	157,509	24,298	15.4	43.7
1974	160,253	26,176	16.3	38.6
1975	174,143	29,071	16.7	37.9
1976	188,683	33,396	17.7	29.3

Table - 5

Comparative secondary students
(girls and boys)

Year	Secondary students Total	Girls	Percentage of Girls	Percentage in relation to lower secondary enrolment
1973	58,484	10,577	18.1	37.1
1974	61,325	10,601	17.3	38.3
1975	67,214	11,388	16.9	38.6
1976	74,060	12,536	16.9	39.2

Educational strategy: Besides the formal stream of schooling. His Majesty's Government of Nepal has adopted several other strategies to include the female population in the group of literate population. The Adult Literacy classes is one form. The Panchayat Training Centers also invite rural ladies for short-term trainings occasionally to improve the rural living environment. The Women's Organization also conducts functional literacy classes to expose the illiterate ladies to development activities. The National Development Service students also conduct functional literacy classes in the villages. All these are efforts to remove or reduce the illiteracy rate of adult women. Success, however, seems to be very limited. All these programmes combined together do not take anywhere near the formal stream in increasing the literacy percentage of the girls and women. Diverse programmes are available. All are ineffective in contributing towards the quantitative growth of the literate women in the country.

Major obstacles to equality of educational opportunities

Despite the fact that the Government has been enrolling equal numbers of boys and girls in formal schools, the girls are not availing themselves of the opportunity provided to them. A casual observer may dismiss this as a minor problem by saying that the enrolment would increase with the passage of time when the parents would be more conscious of the utility of education for their daughters. The problem is not as simple as it seems. A Study Group which made a study of the effectiveness of a special project on "Equal Access of Girls to Education" has presented the following historical perspective on the status of girls' education (CERUD, p. 1.2)

> Until recent past, education for girls and women in Nepal was, if not tabooed, not seriously looked upon as desirable. In plain language, to advocate equal education for women in Nepal was, in a manner of speaking, to go against the stream of popular feelings and social values. The age-old prejudice that God created women for doing duties inside the four walls of the home and for playing a part only subservient to men was, and to a large extent, still is, embedded deeply in the minds of most of the people in Nepal. Nepal very often boasts of heroic parts played by several valiant women in different fields in the distant past. Nevertheless, women were generally relegated to a palpably inferior position in the past. Although the SATI practice (Wife's self-immolation with her husband's dead body) was abolished more than a hundred years ago, women remained to be looked down upon and discriminated against not only in various walks of life, but even in the eyes of law".

In a study on the problems of education of women in the country, K.N. Shrestha has stated the following (Shrestha, 1978, p. 4):

> Access to education is governed by many factors besides sex, age, culture, religion, ethnic affiliation, economic class and urban rural residence. All these factors affect the access of men and women to education.

The Asian Regional Seminar on Access of Girls to Primary Education discussed the problem in detail and identified that (1) social constraints, (2) economic factors, (3) physical factors, (4) lack of special input, are the major constraints in this area. (Draft report, IOE, 1978, p. 24).

Social constraints

Most of the obstacles to equal educational opportunity for girls take their roots in the social concepts and traditions. They stem chiefly from sex-role definitions, and behavioral expectations. In general, girls are expected to perform household chores. Some surveys on girls' enrolment and early leaving reveal the negative attitude of parents on girls' education based on their fears that education might alienate girls from traditions and disrupt norms prescribed for women.

The institution of marriage and the role expectation after marriage also seems to have negatively influenced the continuation of girls in formal schools. Even where educated men in traditional societies begin to look for a wife with some education, the level of education that they generally expect is limited to the ability to write and to keep family accounts. The concept of career after marriage which is accepted and expected in urban societies is a

rarity in rural society.

Cultural resistance to co-education and to classes taught by male teachers also affect girls' education. Studies in Nepal have indicated that parents are less reluctant to send their daughters to a single-sex school. Special efforts on the part of the Government seem to be lacking to create these conditions.

Economic conditions

Several surveys have shown that poverty is the major obstacle to ensure equal opportunity for girls. The majority of parents are unable to provide material support for the schooling of their children. Even when the tuition is free, the cost of textbooks, stationary, clothes, meals, transport etc., are still prohibitive. In the Nepalese society, where education of boys is considered as an economic investment and education of girls as wastage, attention is mainly focussed on boys. The limited resources are spent for boys, leaving very little for the girls.

Physical factors - topography and climate

Nepal's topography poses a severe transport and communication problem which is almost unsurmountable in the rural hilly areas. Establishing secondary schools within walking distance is almost an impossibility. In this situation, the greatest casualty is the girl population of the primary schools who cannot afford to leave their homes for secondary schooling.

School structure

Formal schooling is more successful in attracting the children of urban parents who do not use their children to supplement their labour force. Nepal is basically a rural country where the majority of her rural population invariably are assisted by their children of school age in domestic as well as agricultural activities. If they were given the option to choose, they normally would like their daughters to drop-out of schools. They would prefer their boys to continue because the sons are the future breadwinners for the family. No informal or alternative structure has been devised to enable the willing girls to continue schooling. The rigid time schedule and curriculum provide no room for disadvantaged girls.

Programmes to overcome inequalities

The question of equality of opportunities in education for girls and women cannot be considered in isolation if one is inclined to evaluate the problem in the proper perspective. The question of equality of women in the society and state should be first examined. Nepal's social milieu is tremendously influenced

by the Hindu (to some extent Buddhist) philosophy which has been setting the role of women in the society. Nepalese traditional society has been sanctioning a very limited role for the women. The law of the realm also has been framed and enforced accordingly. Up to the year 1962, the subservient role of the women in Nepalese society had the legal sanction of the State. It is but natural that education of girls would be affected in that state of affairs.

A landmark in the history of the emancipation of women in Nepal was the promulgation of the current MULUKI AIN (Civil Code) in 1962. The new civil code ended the legal sanction of the inferior status in the state. In other words, the new law ended the legal discrimination of women on the basis of sex. This new code not only protected the women against men's attrocities towards them, but also offered them opportunities to assert themselves as equal partners with men in the socio-political life of the country. As supplementary measures towards the achievement of the objectives of the new code, numerous measures have been taken by the Government to expedite the upliftment of the women in the society. Some of the major programmes are mentioned in this paper.

Royal interest in the education of girls and women

Much has taken place in Nepal during the present decade towards the amelioration of the lot of Nepalese women because of the lively interest of Her Majesty the Queen in these affairs. Her active involvement in the women's programmes have generated numerous programmes from both the private and public sectors. Her Majesty took the initiative to provide free textbooks to all the girl students of primary schools to encourage the poorer parents to send their daughters to the schools. This, certainly is a commendable step towards achieving the goal of equal educational opportunity for girls in the country.

Nepal celebrated the International Women's Year under the patronship of Her Majesty the Queen. Numerous programmes were adopted to raise the women's community role in the country. The reform measures were extensive enough to offer a political role for the women. Provision was made to include a woman in the village and district panchayat if none of the elected members are women. Furthermore, instructions were issued to include lessons in which the roles of women are glorified so that the girl students could understand their important role in the society.

Recognition and reward for girl students

His Majesty's Government has instituted tuition-free scholarships at all levels of education for bright girls. Girl students scoring top ten marks in the nationwide School Leaving Certificate Examination are awarded Ratna Rajya Medal named after

the Queen Mother (when she was the queen). The present queen extended this sort of incentive and award to the students of the university by instituting Aiswarya Medal for the girl students who secured highest position at the Intermediate, Bachelors and Masters degrees. These medals also entitle the students scholarships to continue their studies.

Girl students of national development services

Tribhuban University requires all the degree level (Masters) students to work in the villages for a year. They are normally sent after the completion of one semester of academic work. They go to the village and work in the fields of education, agriculture, health etc. Operating literacy classes for the rural people has been one of their effective programmes. The girl students, particularly, report successful operation of literacy classes for the rural ladies. The very presence of the young educated girls in the villages and their endeavours to modernize the village life has proved to be a real effective medium to convince the rural parents about the importance of the education of their daughters.

Activities of the women's organizations

Nepal has active organizations of women which are engaged in the activities leading towards the upliftment of the women. One of their major activities has been to operate literacy classes for women in the evening. His Majesty's Government offers financial assistance to these organizations to run their programmes. It has been found that these programmes of functional literacy have been very effective in communicating the message that girls should be offered equal educational opportunities as the boys. There has been a visible increase in the number of girl students where literacy classes are operated for the women. Besides, several other organizations like Women's Affairs Training Centre, Panchayat Training Centre invite rural women for training in household affairs, and extension activities. In many cases, literacy is no prerequisite for the admission. These programmes also have significantly assisted in propagating the case for equal opportunity in education for the girls.

Equal access of girls and women's to education project

The primary purpose of this project has been to produce lady primary school teachers for the rural primary schools. The assumption are that (i) rural parents would be encouraged to enrol their daughters in the primary schools if they see the presence of the female teachers in their villages, (ii) the presence of a female teacher would provide a new role perception of women in the rural society, (iii) female teachers can play other developmental roles in the villages in addition to regular teaching in the schools. The following are the main characteristics of the project:

Scope: This project is conducted for those areas or districts where the enrolment of girls in primary schools is relatively low. The academic programme is divided into two parts. Girls who have successfully completed eighth grades are provided one year teacher training with a special curriculum. They are sent back to their villages after the training and appointed to teach in the primary schools. Girls who have not attained an eighth grade pass, would be admitted in the high schools for as many years as they would require to complete the eighth grade. The next step for them would be to enrol in training.

Country study of one programme

Project: Equal access of girls and women to education in Nepal

Introduction

Preparation

Two basic surveys were conducted prior to the development and implementation of this project on the education of girls. The findings revealed the existence of the linkage between the prevailing value system and economic status of the people that directly influenced the enrolment of girls in the schools.

Assumptions

On the basis of the studies and surveys, some assumptions were drawn and conclusions were made. Some of them were as follows:

(a) Nepalese girls and women would not benefit from the existing facilities for education unless special efforts were made in their favour.

(b) The socio-cultural value system of the advantaged ethnic groups does not support an extended schooling for girls.

(c) The limited financial resources of the rural people discourage them to spend on the education of their daughters who would, in no way, be helpful in supporting them in the old age.

(d) The rural parents need to be further convinced of the benefits of educating their daughters.

Main features of the project

(a) The women trainees are recruited from a "remote area" or a "difficult area" or from disadvantaged groups or communities. The Ministry of Education determines the quota allocated according to geographical distribution. The women trainees are selected and interviewed by the District Education Officer and a recruitment team composed of the Institute of Education staff;

(b) Regular courses are offered on primary teacher training at Institute of Education (B level and A level);

(c) Special activities relevant to the women's role in the village and community life are run in the women's hostel while they are in training;

(d) Refresher courses are provided to women already teaching in their villages;

(e) An up-grading programme is operated for women without general academic qualifications required for entry into teacher training;

(f) Information dissemination campaigns are carried out by using multi-media approaches.

Curriculum and training strategy

As qualified girl trainees are, normally, not available for admission in the regular primary teachers training programme, the Institute of Education offers three types of programmes for this group of recruits:

Level "A" programme: Admits those candidates who have successfully completed high school education.

Level "B" programme: Admits trainees who have completed eighth grade education.

Upgrading programme: Girls who have not completed eight grade are admitted to a regular school for so long as a particular student needs to complete eighth grade. She is, afterwards, admitted in the "B" level programme.

The courses of study in the training include some content subjects, pedagogy, student teaching and other courses that help them work as community leaders. Major emphasis however, has been in trying to make them efficient primary teachers.

Recruitment and quota system

The Ministry of Education, every year, fixes quotas for those districts which ranked very low in girls' enrolment. Several approaches have been used for the effective recruitment of the right type of candidates for the programme. The important ones are (i) radio broadcast about the programme through national radio, (ii) distribution of printed materials about the programme in the remote districts, (iii) and sending recruitment teams to the more isolated areas to select girls from remote places. This team of recruiters is normally represented by Ministry of Education, Institute of Education and Regional Directorates of Education. From the year 1977, the girls have been recruited only for the "B" level programme (eighth grade pass students) to ensure the rural base of the students.

In 1971, the programme was started in Pokhara. Thirteen districts of the Western Region were decided as the catchment area and efforts were made to recruit 40 girls. In 1973, one more centre was established in Dhankuta to cater to the needs of the Eastern Region. In 1976, the third centre was established in Nepaljung to train the girls from the Far Western Region. The following table shows the enrolment quota and actual enrolment each year:

Training quota and enrolment

Academic Year	Pokhara		Dhankuta		Nepaljung		Total		
	Quota	Enrolment	Quota	Enrolment	Quota	Enrolment	Quota	Enrolment	Percentage
1972	45	25	--	--	--	--	35	25	55.56
1973	100	50	--	--	--	--	100	50	50.00
1974	50	49	50	44	--	--	100	93	93.00
1975	50	44	50	31	--	--	100	75	75.00
1976	50	53	50	28	--	--	100	81	81.00
1977	52	47	34	27	65	31	151	105	69.54
1978	92	78	75	72	75	27	242	177	73.14
Total	439	346	259	202	140	58	828	606	72.32

Evaluation of the project

The implementing agencies like the Ministry of Education and the Institute of Education as well as the donor agencies like Unesco and UNICEF have been interested in the formative evaluation of the project from the very beginning. Following are some of the findings of these studies:

The Nepal National Commission for Unesco had conducted a mid-term evaluation of the project in 1973. The evaluation report stated (Women, Education, Equality, p. 45).

> The survey found that in the districts studied there had been a significant increase in the participation rate of girls in primary schools, however, only increased slightly and in some districts actually declined. In the selected primary schools studied in seven districts of the Gandaki Zone, the average enrolment of girls was 24 percent of the total, a significant improvement. Further more, the percentage of women teachers in the districts studied, though a small part of the total, has shown a steady increase and is higher than that in other districts. At the same time, it was found that the villagers approved of the presence of women teachers and felt that they would do much to encourage the increased enrolment of girls.

The Centre for Educational Research, Innovation and Development has made a study of the effectiveness of this project and has presented the following findings, (CERID, p. 3.6):

1. A steadily increasing trend in girls' enrolment was apparent in the case study schools. With the exception of two districts, the average annual rate of increment in girls' enrolment ranges from 19.9% in one districts to 86.6% in another.

2. The increasing rate in girls' enrolment appears to correlate with the higher number of EAWEP teachers serving in the districts.

3. The percentage of girls' enrolment in the case study schools exceeded the district percentage and the national percentage by 4% and 7% respectively.

4. The appointment of female teachers in the rural primary schools has served as an impetus for the parents to send girls to school. And at the

same time a welcome sign of change has been noticed in the attitudes of the parents towards the education of girls in the communities visited for this study.

Problem and prospects

That this project has been making an effective positive contribution towards equal opportunity to girls in education has been stated by all the evaluative reports of this programme. The Ministry of Education, along with the concerned agencies, conduct yearly reviews of this project. Some new dimensions like the building of small feeder hostels are added to operate the programme more effectively. Changes in the curriculum are brought about to tailor the courses to the needs of project. However, much is still left to be accomplished through this project. Effective monitoring of the project in operation and effective recruitment of trainees are yet to be achieved at a higher level. Strong follow-up programmes need to be developed to help these teachers while they are teaching in the remote schools. The concerned agencies seem to be aware of these shortcomings. It is hoped that the positive administrative actions would turn this project to be a successful educational endeavour.

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Pakistan

The present situation

Education plays a pivotal role in the progress and development of a country. It is even more important in a developing country like Pakistan. Females occupy more than 50% of our population and their education has tremendous multiplying potential.

The role of female education in a Muslim country and society cannot be under-estimated. Despite the fact that Islam provides equal opportunities for the education of both sexes, female education in Pakistan has been grossly neglected.

Tradition has demanded provision of separate educational facilities for females in a Muslim Society. Formal education is capital-intensive. Due to acute financial stringency, female education suffered from an abysmally low level of coverage resulting in lack of adequate educational facilities to them. In addition to that negative social attitudes towards women's education (including husband's and parent's), social taboos and restricted views about women's role in society has aggravated the situation. This has resulted in a continuing illiteracy and ignorance among the female masses which in truth has hindered the development of a clean, healthy and disease-free home environment and the up-bringing of properly educated and adequately nourished children. This neglect is contrary to the injunctions of Islam, which makes it obligatory for each man and woman of faith to seek knowledge.

In Pakistan not many surveys have been carried out in regard to the educational opportunities available and the extent to which

they have been utilized. However, some research studies have been done and some information is available from reports of surveys carried out by the Government and semi-Government Organizations for other purposes. The only national level data available at present is the national population census which is taken every ten years. Figures for male - female ratio in urban and rural areas of Pakistan as compared to the same in the urban areas have been taken from the Censuses. The rural areas of this country, unlike the developed countries, are far more backward compared to the urban areas.

Table - 1

Total population of Pakistan according to 1961 and 1972 census figures age 10 years and above

	Total Population	Male	Female
1961 Census	2,56,12,939	1,44,11,941	1,12,00,998
Illiterate	67.7%	65.6%	70.3%
1972 Census	4,23,79,279	2,32,09,831	1,91,69,448
Illiterate	73.3%	62.2%	86.6%

The above table shows that the number of illiterate females is considerably higher than men.

The definition of literacy in Pakistan was changed at the time of each Census. For the 1951 Census the definition was 'the ability to read any language in clear print'. For the 1961 Census it read as 'the ability to read with understanding'. For the latest Census conducted in 1972 the definition given was 'the ability to read and write a simple statement with comprehension'. The first definition placed a large number of persons amongst the literates because Pakistan is predominently a Muslim country and many of us can read the Holy Quran, in Arabic script without understanding. Based on these definitions the comparison between the figures for illiteracy cannot be really compared for the three Census. As for the completion of Secondary Stage of education and beyond, according to the latest statistical data compiled, only 0.6% of female population has ten years or more of schooling. This indicates the abysmally small number of women having any degree/diploma.

Although the education system has done whatever was possible within the available resources to make educational facilities available to the female population, only 33% of female children of

the relevant age group today attend primary schools. In 1976-77, only 29 percent of rural female children of primary age group were enrolled in Punjab, 16 percent in Sind, 14 percent in the North West Frontier Province and 10 percent in Baluchistan. At the middle stage, barely 3 percent of rural girls of age group 10-12 attended schools in Punjab, 7 percent in Sind and 1 percent each in the North West Frontier Province and Baluchistan. At the highest level of education, female enrolment has been growing in arts and science colleges and only negligibly increased in professional colleges and university courses.

Drop-out rate, particularly at the primary level, is greater among females than males. However, once a female student enrols in middle school, she has the same probability of finishing high school as the male. Apart from other problems which educational institutions for the female share with the institutions for the male, the acutest problem in case of female education is non-availability of qualified female teachers particularly for appointment in rural areas. Factors, both out-of-school and in-school have adversely affected female education. Low enrolment and high drop-out have been attributed to them. The out-of-school factors are: general poverty, low motivation of rural people to send their children to school, uninviting rural conditions, socio-cultural inhibitions towards education of the females and malnutrition of the children. Among the in-school factors, poor condition of school buildings, lack of equipment and teaching aids, shortage and absenteeism among teachers, inadequate supervision, poor communication facilities, the lack of motiviation and consequent low morale of primary school teachers, their harsh treatment of pupils, unattractive school curricula and environment significantly contributed to the state of female education the country is faced with now.

The few studies and surveys that have been made, from which causes of indifference towards female education could be examined, it was observed that the main impediments, it may be interesting to note, that as compared to fathers, a higher percentage of mothers favour the education of their daughters. Men are supposedly considered more enlightened but their comparative apathy towards the education of their women folk proves to the contrary.

It is also being realized that the reason for dropping-out of schools, of the female students are not academic but are related to their parents personal and financial problems. Instead of simply stressing the school factors, efforts should be focussed on parents and adults through non-formal education and mass-media for developing positive attitude towards the education of their daughters and women in general.

Programmes to overcome in-equalities

The first National Labour Commission of Pakistan which published its report in 1979 has underlined the fact that unemployment/under-employment is prevailing in the industrial as well as in the agricultural sector of our economy. The demand of employment in the foreign countries of the World mitigates the ensuing ill/effects on the economy to a certain extent. Women and specially the uneducated cannot be expected to avail of the opportunities offered by these countries. The commission has emphasized that women should be offered more job opportunities. This can be possible only if women get educational facilities. However, the village women folk contribute towards village economies by working in the fields, looking after cattle, sheep breeding, poultry farming, and by making articles of handicrafts. If the basic scientific rudiments of these occupations are included in the school curricula on an "as required", basic depending upon the needs of the local communities, the contribution of women in their area's economy can increase appreciably. Opening of special technical schools has also been under consideration of Pakistan Government and to start with one Polytechnical Institute has been established in Karachi, exclusively for women. Moreover, a large number of privately set up Handicrafts Training Institutions are also functioning all over the country but only those established by philanthropists have literacy programmes for their students.

The basic issue in the education of females is to decide whether a strategy of vertical expansion is to be followed or of horizontal expansion. The vertical development will benefit only a small percentage of female population mostly coming from affluent families. Thus the fruits of investment in education for the female will go to the already privileged class. In any case, the enrolment at the higher education levels is likely to remain low for quite sometime unless the base in school education is sufficiently broadened.

A strategy of horizontal development on the other hand, would serve the neglected mass of rural females which needs it most. Provision of a certain minimum level of educational facilities for each female citizen is the duty of an Islamic State. Investment in basic education of female masses has therefore, been taken as a matter of highest priority by the Educational Policy Planners.

In the past some efforts were made to combat the challenge of rural illiteracy although specific emphasis was not placed upon education of the female. Some of the measures mentioned below were proposed by the 1958 Education Commission. It is however, difficult to estimate how far girls and women benefited:

(i) The Mosque Leader as Teacher:

By virture of the unique social and cultural prestige accorded to the Imams of the Mosques he could be expected to play an effective role against illiteracy. The Imams teach the children of their locality to read the Holy Quran and can be very helpful as a teacher. In some villages, the Imams did very effective work.

(ii) School Children as Parent's Teachers:

Although orthodox rural tradition is not favourably inclined towards the idea of having illiterate parents learn from literate school children, yet it was expected to yield results if carried out with caution.

(iii) Each-One-Teach-One:

The idea of motivating each new-literate to teach at least one adult was tried in some villages.

(iv) Contribution of Students:

Many students of Colleges and Universities and those connected with Youth Movements participated in Rural Literacy Programmes.

The Education Policy Planners, 1979, have taken into cognizance the neglect that female education has suffered in the past and proposed a development strategy specifically aimed at the expansion and improvement of education for the female with greater focus on rural areas/backward communities. In view of the consideration that acquisition of literacy and certain basic home management skills may be preferred over full scale primary education for the time being by typically rural families, such arrangements will be strengthened which spring from Community's own initiation and genius of the people.

The Policy proposes the following programme for the promotion of female education:

(i) Special efforts will be made to expand and improve facilities for the education of females by 1992.

(ii) About 30,000 female teachers will be recruited for primary schools during the next five years to achieve this target. Education as a subject will be introduced in sufficient number of intermediate colleges.

(iii) At the primary level, a solid foundation will be laid to achieve universal education among females by 1992.

(iv) Nearly 5,000 Mohallah Schools will be established for imparting literacy and selected home management skills to girls, depending upon the success of the programme. Primary education facilities for girls would be developed around this structure.

(v) Enrolment of girls at the secondary stage will be increased from the present bench mark of 400,000 to 650,000.

(vi) Major stress will be laid on the improvement of facilities for the teaching of science and introduction of Home Economics subjects.

(vii) Liberal scholarships and loans will be provided exclusively for the female at all levels of education.

(viii) 6,000 female teachers residences mostly in the rural areas will be constructed to attract the female teachers to the teaching profession.

(ix) Science laboratories, hostel seats, and books will be provided in adequate numbers.

The society at large can only reap the fruits of its efforts to the extent that it invests in the education of its females. In accordance with the Education Policy, education of the female will be promoted to the highest level. With this and in view proposals are under study for the establishment of two Women's Universities in the country. To begin with, post-graduate classes will be started in selected women colleges as soon as finances permit.

Country study of one programme

In Pakistan communities, there is an institution which inspite of being relegated to neglect, continues to survive. Purdah observing respectable ladies who can read and write but do not go out, teach the Holy Quran, Islamiat, and selected skills of home management such as embroidery etc., to young girls in their locality in an establishment known as the 'Mohalla'. Under foreign domination this contribution of this community effort in educating the children was disregarded. Instead an alien structure was imposed to demolish this symbol of social action in Muslim communities. Even after independence, this unique arrangement has, unfortunately, not found the desired recognition in our

general scheme of educational development.

In formulating the new Education Policy much more importance has been given to female education as compared to the past. One way of achieving this objective is recognition of the Mohalla schools. By institutionalizing and strengthening them the potential of such schools can be gradually developed to provide educational facilities to female children, youth and adults in each community.

A Mohalla School concerned at least with teaching of the Holy Quran to young girls is functioning in each community particularly in the rural areas. As elderly lady generally organizes such classes in her own home where normal facilities of covered space, drinking water etc. are already available. Maintenance and upkeep of the house is duly looked after by the owner. Since such schools are the result of community's own initiative, they carry general emotional support and acceptance. Parents feel more secure and satisfied in sending their girls and women folk to such schools. There is an increasing social demand for opening primary schools and creating educational facilities for female population. This entails huge expenditure in the construction of school building and appointment of lady teachers. It is extremely difficult to attract qualified lady teachers from outside to take up teaching assignments in rural areas. As such the government plans of universalization of education among rural female population are receiving serious set-backs. Utilization of the potential existing in the form of Mohalla Schools may provide a fillip to the spread of education among females in general and among the primary school age girls in particular. This step will, it is hoped, encourage more educated ladies in rural areas to teach and, perhaps, partly solve the problem of drop-out among females.

It is intended to establish 5,000 Mohalla Schools during the next five years. Such schools will be established only in those rural areas where normal primary schools for girls do not exist. Backward areas of the country will be given preferential consideration in the allocation of Mohalla Schools. Tentative allocation are as follows:

Number of schools

Area	1979-80	1980-81	1981-82	1982-83
1. Punjab	400	500	500	500
2. Sind	150	200	250	350
3. N.W.F.P. *	150	200	250	250

Area	1979-80	1980-81	1981-82	1982-83
4. Baluchistan	100	150	200	210
5. Northern areas	40	40	50	50
6. Federally administered tribal areas	20	20	25	25
7. Azad Kashmir	[illegible]	20	25	25
Total	8[illegible]	[illegible],130	1,300	1,410

* North West Frontier Province

Identirication of the communities where Mohalla Schools are to be established and the centres which are to be developed into Mohalla Schools will be done by the Provincial Governments. A few Mohalla Schools are being established by the Federal Government as models to provide direction to the programme.

Organization of Mohalla Schools

(i) The Mohalla School will be organized on the basis of a unit of 20-30 students. To start with, the Mohalla Schools will be expected to take on the responsibility of imparting literacy skills to the students in addition to teaching the Holy Quran, Islamiat, and selected home management skills.

(ii) The emphasis will be on the girls of school going age. However, elder girls can also be accommodated to undergo literacy training.

(iii) Timings for holding classes will be arranged according to the mutual convenience of the learners and the teachers.

(iv) An honorarium will be paid to the lady incharge of the Mohalla Schools.

(v) Textbooks and copies of the Holy Quran will be provided in each Mohalla School and kept there for students to use daily for learning their lessons.

(vi) Mohalla Schools will be integrated into formal education system by providing vertical movement of girls wishing to continue their education.

(vii) Although the additional programme will only include literacy training in the initial stages, efforts will be made to develop the potential of the Mohalla School to gradually assume the status of a primary school through further support. Likewise, the Mohalla School may also develop into centres of functional education and skill training for grown up ladies.

(viii) The use of Mohalla Schools is viewed only as an experiment in the first instance. Although a programme of implementation has been tentatively proposed earlier, it may have to be modified on the basis of experience gained during implementation.

(ix) The supervision of Mohalla Schools will be entrusted to the existing structure. However, a core of properly motivated ladies will be created to form mobile teams to visit the Mohalla Schools and to assist the lady incharge in the performance of her responsibilities on a regular basis. Thus female supervisory service will reach the homes where Mohalla Schools are in operation.

Resource mobilization

(a) Development expenditure:

There will be practically no development expenditure on the Mohalla Schools. Buildings would be available. Furniture is not required, upkeep, maintenance and other necessary inputs will be taken care of by the owner of the house with some help from the community.

(b) Non-development expenditure:

It is estimated that Rs. 3,000 approximately will be spent for honorarium to the lady incharge of the school and on contingent expenditure such as books etc.

Mostly the programme will be accommodated within the provision of the Five Year Plan for Primary Education. However, a number of international agencies like UNDP, UNICEF and Unesco will be interested to support this innovative activity.

The basic idea of this programme is to provide motivation for the community to change their attitude toward education of women and girls by their actual participation in the furtherance of the rudiments of education already in existence. This will

also bring education to the door steps of many a poor household. The adverse thinking of the parents and other relatives of girls about their education are so deep rooted that if their opinion are not channelized on proper lines by community participations, the chances of expansion of female education can hardly be expected to increase.

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Papua New Guinea

Early development of education in Papua New Guinea

The first community (elementary) school was founded by the London Missionary Society not much before the turn of the century,

in the 1870s, and other church schools date from much the same era. The first secondary schools (second level) opened their doors only a few years ago (1962) - within the lifetime of students presently entering University. In the beginning, educational development was slow; then in the years leading to independence, the acceleration was dramatic. For example, in 1962 approximately 29,070 pupils were enrolled in the first year of primary (first level) education and 149 were commencing on the secondary ladder. In 1975, the year of independence, the numbers were 51,912 and 10,189 respectively, an increase of 78 percent in the community (elementary) schools and over 67 times the original figure in secondary schools. Such a gathering acceleration in education provision has, probably, not been witnessed elsewhere in the developing world.

The pace has continued since independence and, probably because of the principles set at the Unesco Conference of Ministers in Addis Ababa in 1961, emphasis has been placed on the development of secondary education. The year 1978, e.g. saw an intake of 11,442 students into secondary schools, over one third of students of the previous year in grade six (6) of the primary system.

The present situation

Now that we have seen briefly the early development of education in general, let us look at the number of girls entering the formal system of education both in primary (elementary), secondary and tertiary institutions. Since independence girls have been given equal educational opportunities as their male counterparts. The following tables show the total enrolment of males and females both in primary and secondary schools from 1975 to 1978:

Enrolment of children who entered primary grades 1-6, years 1975-1978

Province	1975 students			1976 students			1977 students			1978 students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Western	4224	3142	7866	4708	3158	7866	4669	3220	7889	4866	3374	8240
Gulf	3941	2483	6424	3933	2427	6410	3985	2585	6570	3907	2491	6398
Nat.Capital	4630	3621	8251	4995	3727	8722	4329	4390	9719	5614	4640	10256
Central	7561	5362	12923	7410	5404	12814	7416	5418	12834	7382	5395	12777
Milne Bay	8311	5998	14309	8589	6260	14849	7826	5912	13738	8598	6547	15145
Northern	4329	2780	7109	3956	2658	6614	4285	3005	7290	4690	3261	7951
Southern Highlands	9686	4811	14497	10930	3876	14806*	11245	4600	15845	10916	5208	16124*
Eastern Highlands	11073	4286	15359	11767	5767	17534*	12740	6165	18905	13125	7650	20775*
Chimbu	8366	3453	11819	8119	3757	11876*	8427	4699	13126	8386	4879	13265*
Western Highlands	11151	4618	15769	11829	5600	17420*	11504	6949	18453	10829	6962	17791*

Province	1975 students			1976 students			1977 students			1978 students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Enga	6129	1695	7824	7026	2126	9150*	7662	2505	10167	7912	2979	10891*
Morobe	14177	7825	22002	14423	8056	22479*	15222	8947	24169	14426	8991	23417*
Madang	10199	5904	16103	10755	5911	16666*	9851	5971	15822	10047	6056	16103
East Sepik	12483	6647	19130	12691	7736	20427*	12818	7600	20418	12772	7889	20661
West Sepik	5680	2881	8561	6186	3171	9357	6695	3292	9987	6736	3449	10185
Manus	1528	1242	2770	1607	1278	2885	1559	1268	2827	1671	1472	3143
New Ireland	4216	3495	7711	4169	3400	7569	4066	3338	7404	4055	3339	7394
East New Britain	8655	7102	15757	8981	7535	16516	8785	7489	16274	10019	8561	18580
West New Britain	5419	4168	9587	7756	5860	13616	5835	4563	10398	5651	4585	10326
North Solomons	7045	7502	14547	7026	5874	12900	6418	5355	16773	7310	6086	13396
Total	149303	89015	238318	156847	93629	250476	156337	97271	253608	158912	103814	262726

Though there have been some improvements in the enrolment of female students in primary schools there are still more males than females.

After six years in the primary school only a third of the total enrolment of Grade 6 students of each school is given a place in high schools. After completing two years in high school, that is after Grade 8, only 60 percent of the total enrolment of Grade 8 continue on to Grades 9 and 10 while 40 percent leave school. Still at this second level of education system, enrolment of male students is still higher than females. This can be seen in the following tables, years 1975-1978:

Enrolment of students who entered secondary grades 7-10, years 1975-1978

Province	1975 students			1976 students			1977 students			1978 students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Western	663	259	922	684	254	938	676	261	937	728	326	1054
Gulf	369	162	531	437	201	638	462	201	663	486	226	712
Nat.Capital	1300	921	2221	1174	831	2005	1145	764	1909	1186	822	2008
Central	1581	737	2318	1364	678	2042	1407	668	2075	1394	586	1980
Milne Bay	834	687	1521	852	801	1652	881	825	1706	845	784	1629
Northern	753	205	958	769	192	961	802	200	1002	806	214	1020
Southern Highlands	848	164	1012	1012	196	1208	1121	193	1314	1129	280	1409
Eastern Highlands	1002	252	1254	1097	275	1372	1178	251	1429	1435	303	1738
Chimbu	1116	282	1398	1259	277	1536	1387	342	1729	1463	420	1883
Western Highlands	1010	335	1345	1211	323	1534	1310	317	1629	1396	329	1725
Enga	604	84	688	753	116	869	801	135	963	928	209	1137

Province	1975 students			1976 students			1977 students			1978 students		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Morobe	1685	595	2280	1668	515	2183	1803	632	2435	1872	657	2529
Madang	1559	596	2155	1629	585	2214	1702	558	2260	1651	639	2290
West Sepik	685	197	882	736	205	941	776	197	973	948	131	1079
East Sepik	1301	661	1962	1322	650	1972	1345	655	2000	1175	785	1960
Manus	457	314	771	431	304	735	440	300	740	456	296	752
New Ireland	792	582	1374	854	623	1477	915	631	1546	949	644	1593
East New Britain	2210	1518	3728	1681	1229	2910	1979	1389	3368	2006	1462	3468
West New Britain	467	181	648	524	202	726	634	267	901	757	319	1076
North Solomons	1147	647	1794	961	590	1551	1234	642	1876	1234	639	1873
Total	20383	9379	29762	20418	9047	29465	21998	9428	31426	22844	10071	32915

From the above figures it is apparent that fewer female students were able to continue in the second level of education. The number is fewer still at higher institutions.

In a report put out by the Education Research Unit of the University of Papua New Guinea on equality of education opportunity it stated that of the 3,043 students who entered tertiary institutions in 1977 only 24% were females.

The report further stated that even though some provinces are well, or over-represented, in tertiary education, the situation for female students entering tertiary institutions is even more unequal. The proportion of female students to male for each province is also lowest in those provinces where the female Opportunity Index is low. In only one province does the number of female students even approach 50% of the entrants from that provinces in 1977, New Ireland where the proportion is 46%. Other provinces that are not so far behind are East New Britain and Milne Bay with 38%, Northern 37% and North Solomons 35%. In the rest, less than a third of students are females. In the Highlands, where the proportion of students is the lowest, the proportion is about 1 out of 5 in Chimbu and Western Highlands, but less than 1 out of 20 in the Southern Highlands. Comparisons with previous intakes shows that the proportion of female students from the Southern and Eastern Highlands, Morobe and Madang actually declined in 1977.

The distribution of student intakes into tertiary institutions is partly due to historical factors, when and where primary and high schools were started, with those areas with more contact and earlier development of educational institutions having a headstart. Although formal education has expanded throughout the country, opportunities for female students have lagged, and there is evidence of considerable resistence by parents and communities to the further education of females in the Highlands, Western, Morobe and Madang Province.

There are a variety of factors that may be blocking further education of females:

1. Traditionally, females are expected to do all domestic chores, work in the garden, look after children. Women's place is in the house. A young girl is expected to help the mother with all the house work, like cooking, sweeping the house, washing, work in the garden and help looking after younger brothers and sisters while the boys do what they like. The young girl is often held back from going to school to look after a younger brother while the mother goes to the garden or attends some traditional ceremonies. This often prevents females from going to school.

2. Parents are often not interested in sending their daughters to school for fear that once they become educated they will leave home, and end up marrying someone outside their own group. This will sometimes mean that parents and relatives will miss the chance of receiving the bride price.

3. With the rapid social changes, parents are reluctant to send their daughters for further training or to tertiary institutions away from home for fear of pregnancy.

4. High school fees is another factor which discourages females from continuing into high schools or other higher institutions even at primary school level. Parents see education as an investment, therefore they feel they can do this profitably in their sons. As for their daughters well, who knows she may become pregnant or married to a man from another province, so what has she to offer them? So since many parents cannot afford to pay high fees, they prefer to sacrifice that money on the boys rather than on their daughters. So the poor female is again denied the opportunity of education.

Since Papua New Guinea became independent in 1975, the national government has endeavoured to see women given equal opportunities both in education and to participate in the development of the country. Though no direct emphasis has been given to equality of educational opportunities for girls in the first and second level of education, indirectly, opportunities are made available for females to enter. For example, there is no restriction on the member of female students that may enter the primary or secondary schools, but it always apparent that in any formal educational institutions the percentage of female students is lower. Efforts have been made to enrol more female students at Madang Primary Teachers College and Goroka High School Teachers' College. Throughout the country opportunities have been provided for all school leavers at Grades 6 and 8 to continue some form of education at the vocational centres. At the centres, the students continue with some form of academic education but the major part of their training is to gain basic and practical skills in learning how to sew, cook, gardening, learn certain crafts, etc. so that they will be able to return to their own communities and use the skills they have learnt to help them live comfortable and healthy lives.

Different groups and organization have set up their own council of women, like the United Church Women's Association in the Central Province and United Church Women's Council in the

Gulf Province and the YMCA in the National Capital District. These women's groups have programmes such as sewing, cooking, nutrition, family planning and crafts. Though the National Government has given some money to assist in Women's affairs, many of these groups are still working under financial difficulty.

Besides these, other groups of women, there are smaller groups of women like the women's clubs which are based at a village in a community. These women's clubs usually raise their own funds to assist them in their work. The programmes run at these clubs are similar to that of the above. Though women are keen and self reliant, these clubs often break down because leaders do not have any special training and skills nor leadership training. They are seldom visited by community development officers or extension officers: Though some steps have been taken to give equal educational opportunities to girls and women of PNG there are still no positive or direct policies set by the National Government whereby girls and women of this country can be really and truly given equal educational opportunities whether they be formal or non-formal.

Limana Vocational Centre is an all female centre which is in Port Moresby City administered by the Catholic Agency. The manageress of the centre is a Brazilian religious nun, assisted by another religious nun, a Papua New Guinean. The centre can only enrol 60 trainees each year. The length of training is 12 months. The centre has been in operation for 9 years and the number of girls who have passed through the centre is over a thousand trainees. The centre takes the girls who have completed grade 6 and could not go into secondary schools and also those girls who have completed 2 years in secondary schools and unable to obtain jobs or continue at other training institutions. The centre gets its staff mainly from voluntary associations from overseas and Papua New Guinea.

The centre was built with money received from the Australian Catholic Relief Fund. This money was spent on a two-storey classroom block. The centre has been self-reliant since the first buildings were built. For the maintenance and new expansion, the staff and trainees have raised the necessary funds to meet the cost. They have done this by selling clothing, crafts, food, etc. made at the centre; or providing services to private businesses, the community, government departments, and other organized fund-raising activities. The centre is a Catholic agency's. The agency does not finance it nor does it get any financial assistance from the government. The staff is paid by the government.

The courses offered at the centre are Domestic Science, Cooking, Laundry, Dressmaking, Home Management, Mothercraft and Gardening, Home Sewing and Laundry procedures include maintenance and repair of clothing and household articles. Home management includes budgeting and wise buying, switchboard, book-binding and

agriculture.

Parallel with this training, each trainee is given a special course of her own choice which will enable her to take up some form to occupation until she is ready to settle down and raise a family. These courses include shop assistant, typing, first-aid office assistant, etc. A leadership training is also offered at the centre. The centre is presently setting up a telephone system which will enable the trainees to gain some practical experiences in answering the phone, taking messages, making appointments, or interviewing a client over the telephone.

From the wide training given at the centre many of the trainees who have passed through the centre have found employment with many government departments, private enterprise, institutions working as typists, clerks, switchboard operators, receptionists, shop assistants, and quite a number are working at a clothing factory. The present manageress visited the ex-trainees at their place of work and has been greatly edified by the improvement of their general outward appearance, manner and the way they do their jobs. The employers have been very pleased with the ex-trainees working for them, and amazingly quite a number of them have been given promotions.

One may wonder why the centre exists at all seeing that it does not get much financial assistance either from the department of education, the national government nor from the agency concerned. Perhaps one may assume that the agency has certain aspirations but was not in the position to continue financing it. Whatever the reasons may be, it is understood that they were concerned generally about the education of girls and women of this country. They have expressed this below:

"As a training centre for young women of Papua New Guinea, we see as our primary and most important aim, the preparation of young women to assume their role in the present day society and to contribute to the development of their nation. To achieve this general aim, certain specific approaches are being made. In the first instance we consider that a nation is what its women are, for it is a well known and ancient saying that "the hands that rocks the cradle rules the world", and this holds good in this modern world of ours.

Therefore our aim is not to train the women for a specific job only but to develop the whole person.

The second aim of the centre is to help the women to take their place in the home as wife and mother and we do not intend to play down this aspect of their training in favour of specialization. Our policy is that the place of women is in the home and the future of this nation depends on her playing her

womanly role in the home as perfectly as possible. This type of training will be given priority.

However, recognizing the fact that essential services need young women especially for middle bracket jobs, we, therefore consider it necessary for young women to specialize in certain fields at this level. It is with this in mind that the centre gives special courses to fit girls to take their places in the departments, offices, stores, institutions, etc. where these services are being offered."

To sum up the centre aims at preparing young women to take their place in the home and in the community, to be aware of the influence, they, as women, can have on their nation's future and to be ready to assume the role that is theirs in this rapidly developing nation.

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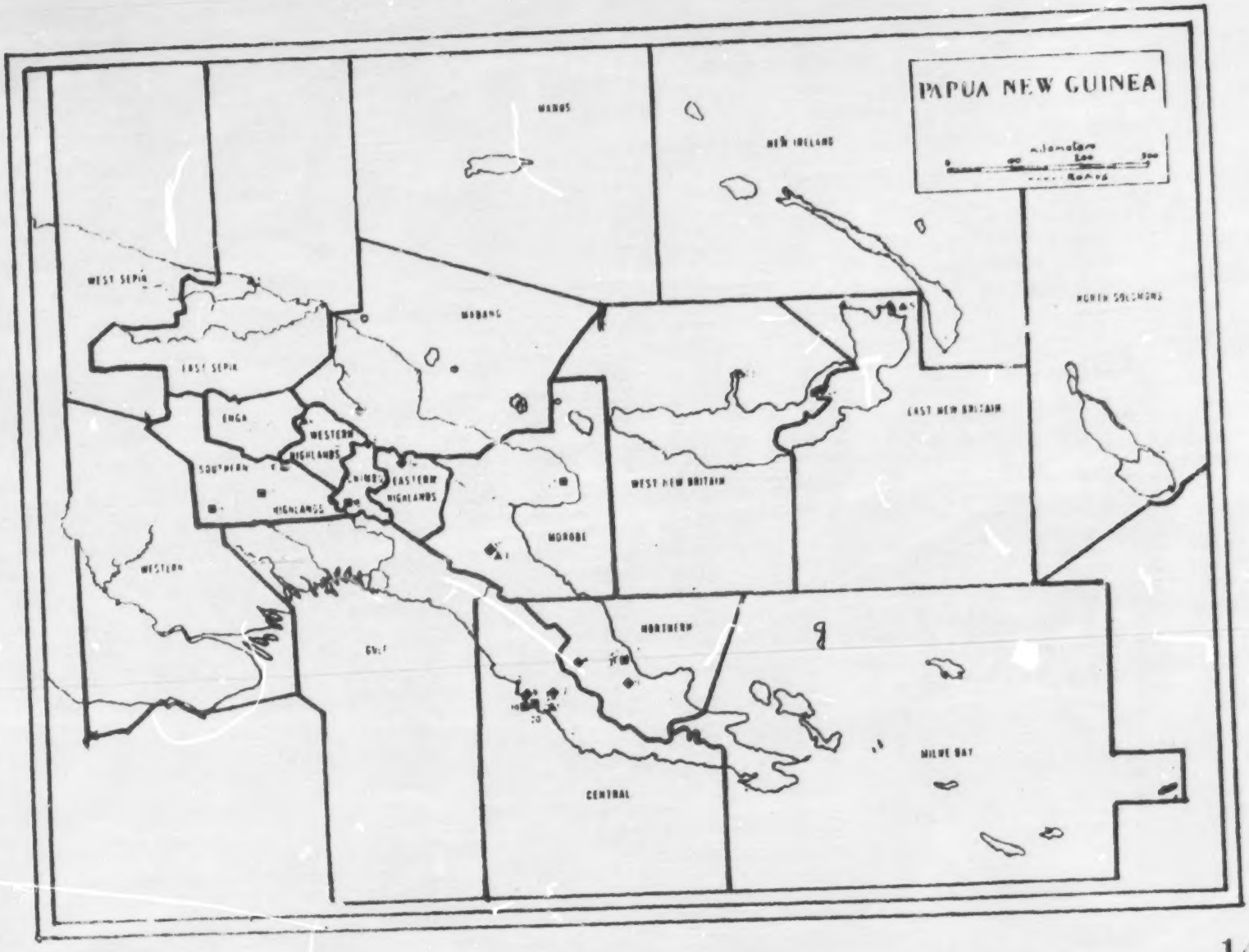

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Thailand

The present situation

Education in Thailand since the beginning of formal education (systemized learning and teaching) and the declaration of the first Elementary Education Act in 1921 has not discriminated against race or sex. As can be seen from a report on "Access of Girls to Primary Education" (Educational Research Division, Department of Educational Techniques, 1978), it is found that besides parental views on the value of schooling, the child's own ability and social belief, there is no other obstacle to impede the policy-making, the law or the administrative organs from making it possible for girls to benefit from the educational world. The findings support the general belief that social beliefs, parental attitudes and the child himself are important socializing agents for the learning process of girls, although their influence seems to decrease with the passage of time.

This paper will analyse the educational status regarding the educational opportunity of girls and women at all levels of education, starting from elementary education and going right through secondary and tertiary education and including adult education.

Table 1 shows the striking difference in literacy between the male and female populations.

Table - 1

Literate population in 1947, 1960 and 1970, by sex

Year	Population			Literate			Percentages		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
1947	12,327,386	6,143,460	6,183,926	6,621,757	4,140,158	2,481,599	53.7	67.4	40.1
1960	18,026,404	9,004,412	9,021,992	12,756,350	7,253,600	5,502,750	70.8	80.6	61.0
1970	23,453,313	11,581,756	11,871,557	19,187,889	10,299,876	8,888,013	81.8	88.9	74.9

(Source: Office of the National Education Commission, Office of the Prime Minister, The Illiterate Population of Thailand, 1947-1970)

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From table 1, it can be seen that the literate populations, both male and female, are increasing each year. In 1947, only 40.1% of the female population was literate but the percentage had increased to 74.8% by 1970. It is noticeable that the number of female literates is increasing at a faster rate than that of the male. (From 1947 to 1960, the percentage of female literates increased by 20.9%, while that of male literates increased by only 13.2% and from 1960 to 1970, female literacy increased by 13.8% whereas the male literacy increased by only 8.3%).

Educational opportunities for girls and women at elementary, secondary and higher educational levels

Table - 2

The number of elementary and secondary students in 1977, by sex

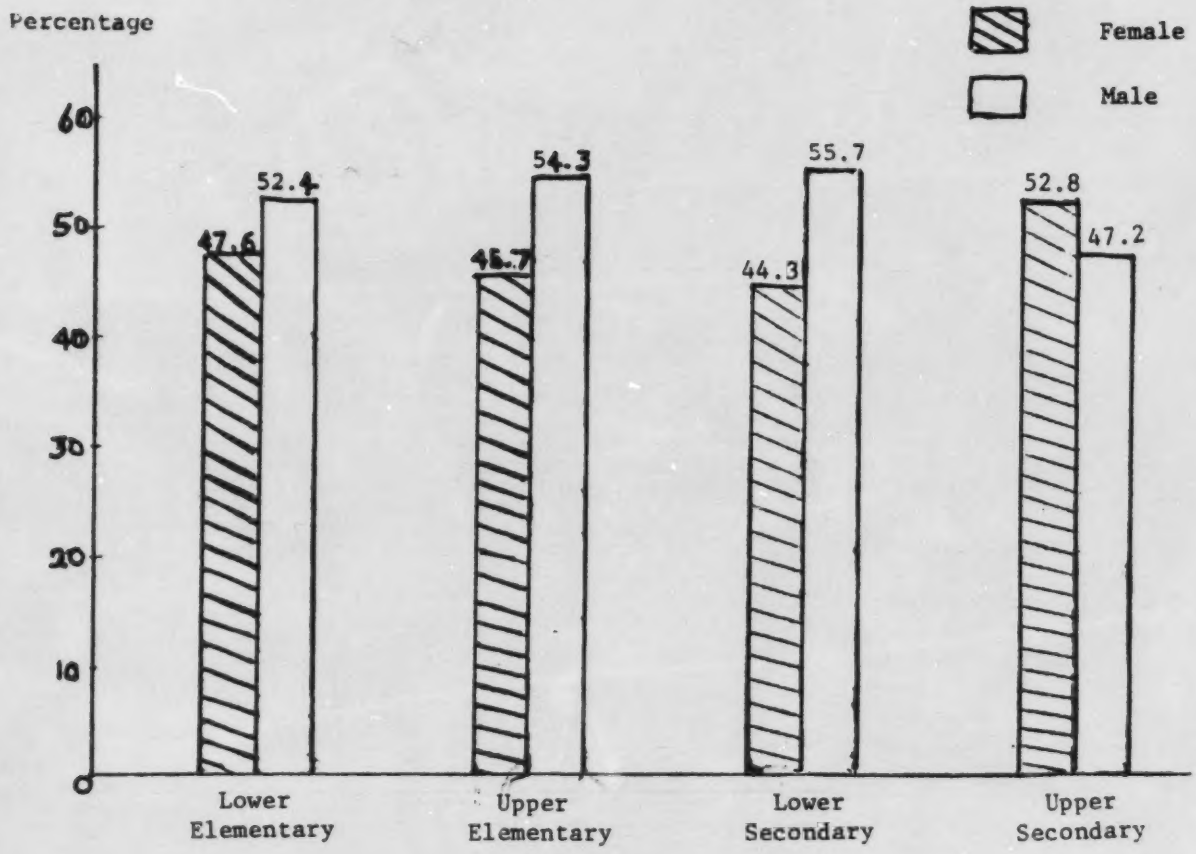
Level	Male		Female	
	No.	%	No.	%
Lower elementary	2,633,368	52.44	2,387,877	47.55
Upper elementary	872,573	54.27	735,203	45.73
Lower secondary	392,436	55.75	311,424	44.25
Upper secondary	68,532	47.20	76,653	52.80
Total	3,966,909	53.04	3,511,157	46.96

(Source: Educational Research Division, Department of Educational Techniques, Ministry of Education, 1977)

From table 2, it may be seen that the numbers of male and female students were quite comparable although the number of male students was generally higher than that of the female students, which might partly explain the higher number of male literates in table 1. What is noticeable is the fact that there were more female upper secondary students than the male counterparts in 1977.

Histogram - 1

The number of elementary and secondary students in 1977, by sex



To further show that the Thai educational system does not discriminate against either sex especially in the tertiary educational level where male and female students have equal chance to select their fields of study according to their talent, aptitude, interest and ability (except the military schools which are open to males only but women can also become military personnels and the number of female military personnels is increasing each year).

Table 3 shows the number of under-graduate students classified into various fields of study, following the Unesco classification, during 1975-1977 academic years.

Table - 3

The number of under-graduate students, by sex, 1975-1977

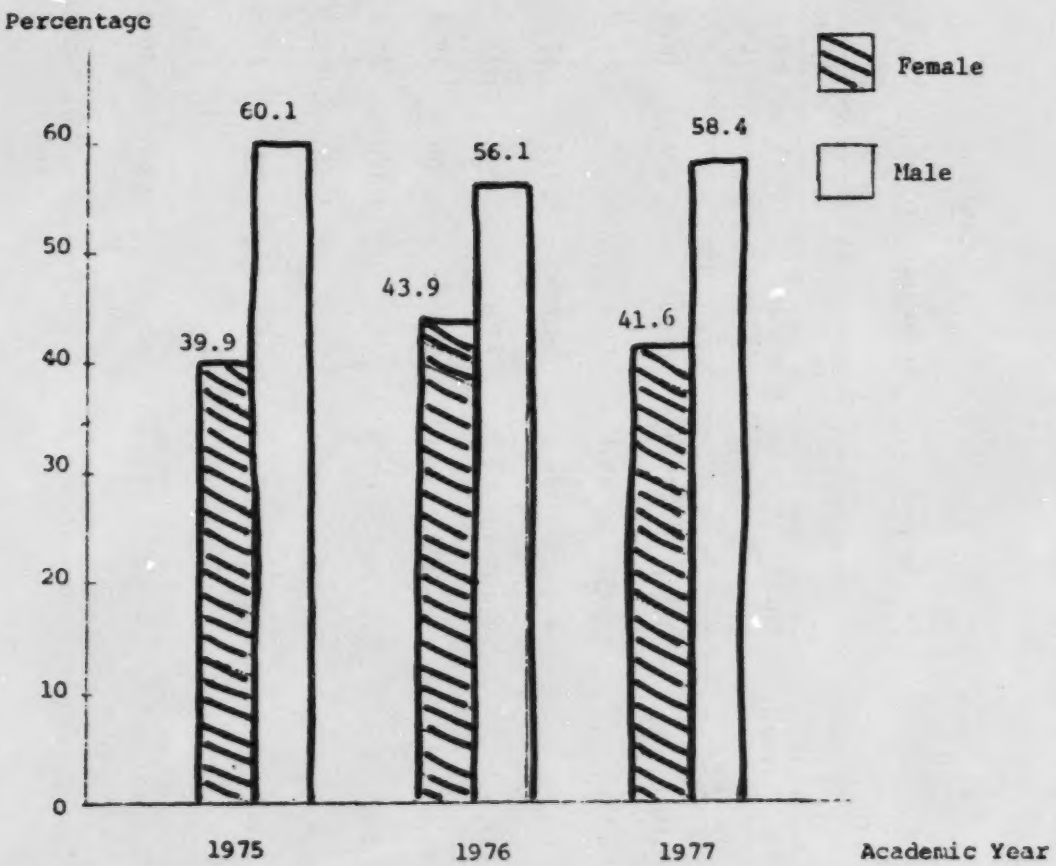
Academic year / Unesco Field of study	1975 Total	1975 Male (%)	1975 Female (%)	1976 Total	1976 Male (%)	1976 Female (%)	1977 Total	1977 Male (%)	1977 Female (%)
Agriculture	3,675	75.9	24.1	3,825	76.8	23.2	4,182	76.1	23.9
Law	22,951	88.6	11.4	30,350	87.0	13.0	44,515	84.2	15.8
Medical Science	8,326	49.4	50.6	8,577	51.2	48.8	8,891	51.0	49.0
Humanities	8,656	22.1	77.9	13,947	31.0	69.0	10,433	12.5	87.5
Fine Arts	1,421	78.6	21.4	1,306	77.6	22.4	1,335	76.9	23.1
Natural Science	7,434	63.6	36.4	9,120	47.8	52.2	9,228	59.7	40.3
Engineering	6,682	98.4	1.6	7,270	98.2	1.8	7,021	98.1	1.9
Education	33,147	46.6	53.4	35,298	47.3	52.7	37,280	43.6	56.4
Social Science	31,274	54.9	45.1	43,607	42.9	57.1	67,294	52.0	48.0
Total	123,566	60.1	39.9	153,300	56.1	43.9	190,179	58.4	41.6

(Source: Education Report, Institute of Higher Education, Office of State University, 1975-1977)

From table 3, it can be seen that the number of male students was generally higher than that of the female students (about 16% higher, on the average). But in the Humanities field, the number of female students was consistently higher than that of the male (the ratios of female : male were 77.9 : 22.1, 69.0 : 31.0 and 87.5 : 12.5, respectively for 1975, 1976 and 1977). This also held true in the Education field (the ratios were 53.4 : 46.6, 52.7 : 47.3 and 56.4 : 43.6, respectively). What is also noticeable is the fact that the numbers of female and male students in the field of Medical Science were quite comparable (50.6 : 49.4, 48.8 : 51.2 and 49.0 : 51.0 respectively). Finally, the only field of study highly dominated by male was the Engineering field (1.6 : 98.4, 1.8 : 98.2 and 1.9 : 98.1, respectively), as expected.

Histogram - 2

The number of under-graduate students, by sex, 1975-1977



Generally speaking, it may be concluded that males and females have equal opportunity to receive higher education. This may be further seen by considering the data concerning the number of Graduate Study level students (Table 4).

Table - 4

The number of graduate study level students, by sex, 1975-1977

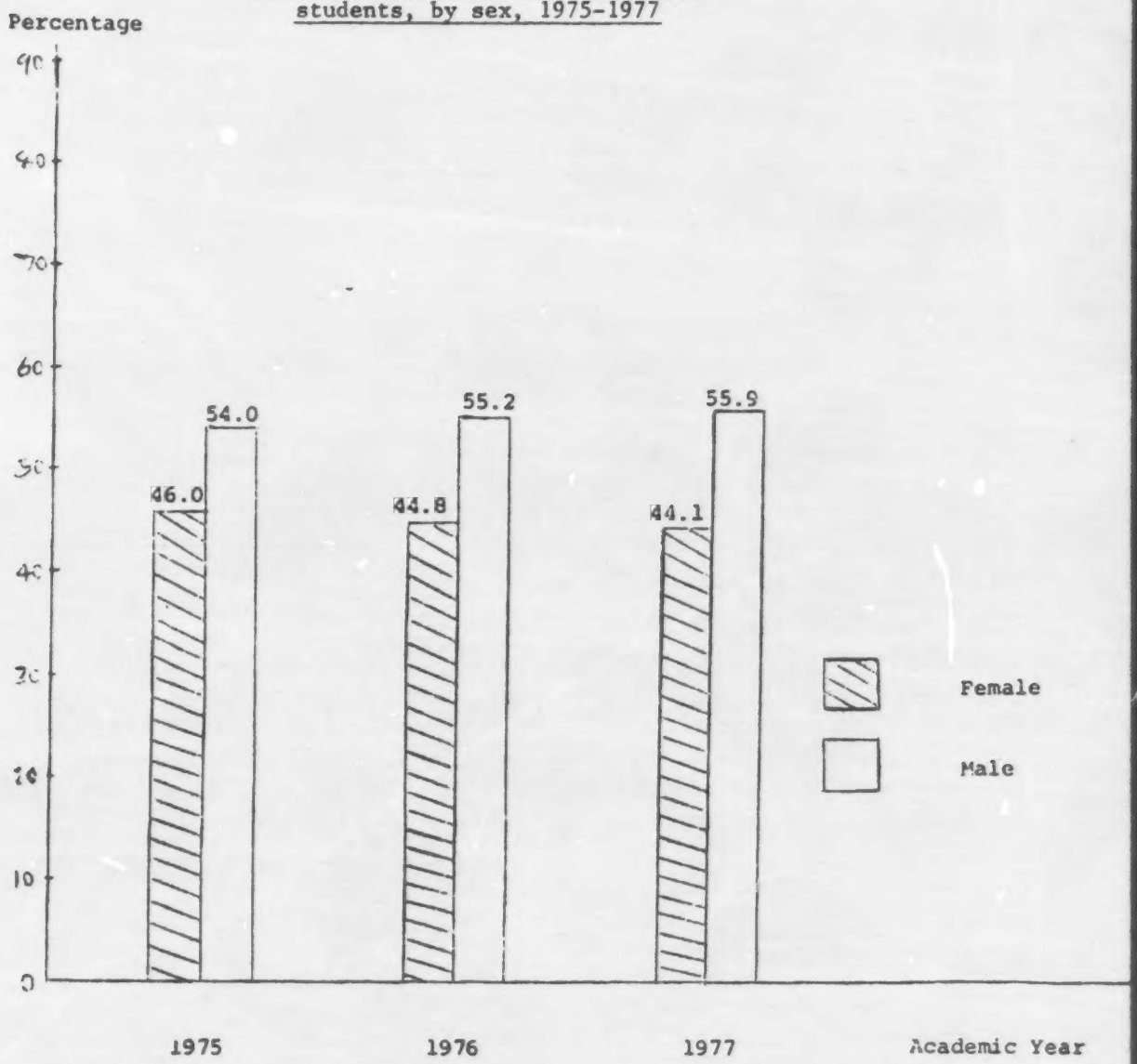
Academic year / Unesco Field of study	1975 Total	1975 Male (%)	1975 Female (%)	1976 Total	1976 Male (%)	1976 Female (%)	1977 Total	1977 Male (%)	1977 Female (%)
Agriculture	251	50.6	49.4	373	50.0	45.0	428	56.8	43.2
Laws	409	75.3	24.7	445	75.3	24.7	408	73.0	27.0
Medical Science	299	45.2	54.8	355	43.9	56.1	652	49.1	50.9
Humanities	591	28.6	71.4	523	27.3	72.7	529	28.5	71.5
Fine Arts	65	76.9	23.1	112	67.9	32.1	183	65.6	34.4
Science	627	44.8	55.2	661	44.8	55.2	836	47.6	52.4
Engineering	621	85.8	14.2	694	86.2	13.8	632	83.9	16.1
Education	1,288	38.6	61.4	1,504	50.3	49.7	1,669	58.8	41.2
Social Science	3,248	54.4	45.6	3,396	55.4	44.6	3,019	57.9	42.1
Total	7,399	54.0	46.0	8,063	55.2	44.8	8,356	55.9	44.1

(Source: Education Report, Institute of Higher Education, Office of State University, 1975-1977)

Table 4 shows that the number of male graduate students was generally higher than that of the female counterparts (about 10% higher, on the average). (This figure is less than that in the under-graduate case). There were more female students than male students in the Humanities, Medical Science and Scientific fields while in the fields of Agriculture, Law, Arts, Engineering and Social Science, there were more male students than female students. These may be seen more clearly by considering Histogram 3.

Histogram - 3

The number of graduate study level students, by sex, 1975-1977



Outside school's system students

From A.D.1238 - A.D.1870 (Sukothai period - Ayuthaya - Dhonburi - Early Bangkok), the education in Thailand was entirely non-formal. Those who have sons or male offspring and wanted them to be able to read or write usually sent them to a temple where they were taught by Buddhist monks. The subjects taught were Thai language, Pali-Sanskrit languages and 3 R's but these were not taught uniformly or in any established system throughout the country. Unfortunately, girls and women, due to a law forbidding monks to touch any female, could not learn by going to a temple so they could only learn at home or in the palace. Generally, females were taught how to do housework, how to take care of their families, how to make things for use by themselves, arts and crafts, etc. For upper class females (those who had access to the palace), women's arts were taught. There were quite a few ladies in the palace who were highly literate and able to compose beautiful poems. Then in 1940, the Department of Education was established and non-formal education was emphasized with the goal to reduce the number of illiterate citizens. Those over 15 years of age, regardless of sex, were encouraged to study. This policy is still being enforced today.

Table - 5

Number of outside school's system students by type of education, 1977

Type of education	Central region	Non-central	Total
Adult education	79	10,380	10,459
General education	35,775	102,388	138,163
Pre-primary	25	572	597
Level 1, 2	3,020	2,442	5,462
Level 3	10,794	35,320	46,114
Level 4	15,547	41,574	57,121
Level 5	6,389	22,480	28,869
Adult education, vocational education	2,495	33,531	36,026
Static vocational education	2,495	7,158	9,653

Type of education	Central region	Non-central	Total
Non-static vocational education	-	5,042	5,042
Mobile vocational training school	-	21,331	21,331
General technical school	14,856	8,382	23,238
Private school special course	44,963	25,437	70,400
Islam private school	2,675	29,101	31,776
Vocational training school	328	-	328
Total	169,441	345,138	484,579

(Source: Planning Division, Office of the Under-Secretary of State for Education, Ministry of Education)

Since the data presented in table 5 were not sex-separated, we cannot conclude whether there were more women or men who sought additional knowledge after compulsory education. However, it may be seen that in the central region, adults preferred to study Private School Special Course and level 4 of General Education (44,963 and 15,547 persons, respectively) whereas in the non-central region, adults preferred to study level 4 of General Education and level 3 of General Education (41,574 and 35,320 persons, respectively).

Women and the society

In the past, females were expected to be "good girls" i.e. to represent all the nicest things, take care of housework and children. So females in those days were taught and trained in good manners, how to be respectable, how to be good housewives, etc. (they were expected to marry only with the approval of their parents or guardians).

Women's role in the society was altered in the region of King Chomklao (King Rama IV) when western culture exerted a considerable influence on Thai society. Girls and women were taught by missionaries who were present in Thailand in quite a few numbers. The importance of women's roles in the society was greatly increased in the reign of King Mongkut who approved of

various aspects of western culture. For example, women were allowed to dress like western women. (This is accepted today as a matter of course).

At present, girls and women have the same chance of studying and working as boys and men. There are many women who have attained high levels of education and have obtained high-level administrative positions, as will be seen from the data presented in the next table.

Table - 6

Number of Government officials by Ministry, classified position, and sex (A.D. 1974 Fiscal year)

Ministry	3 classes total (Special, First and Second)			Classes						Third & Fourth	Total
				Special		First		Second			
	Total (3 classes)	Female	Male	Female	Male	Female	Male	Female	Male		
	38,374	11,252	27,122	258	1,676	1,923	6,187	9,071	19,259	274,419	312,793
1. Office of the Prime Ministry	1,890	752	1,138	11	95	94	217	647	826	3,274	5,164
2. Ministry of Foreign Affairs	401	46	355	1	61	3	115	42	179	414	815
3. Ministry of Agriculture and Co-operatives	5,894	861	5,033	1	101	53	871	807	4,061	14,211	20,105
4. Office of University Affairs	8,610	4,559	4,051	199	407	959	1,041	3,401	2,603	10,073	18,683
5. Ministry of Finance	3,044	432	2,612	--	57	44	399	388	2,156	9,842	12,886
6. Ministry of Transport	2,174	274	1,900	--	64	14	346	260	1,490	17,825	19,999
7. Ministry of Trade	472	133	339	--	28	8	76	125	235	1,130	1,602

Ministry	3 classes total (Special, First and Second)			Classes						Third & Fourth	Total
				Special		First		Second			
	Total (3 classes)	Female	Male	Female	Male	Female	Male	Female	Male		
	38,374	11,252	27,122	258	1,676	1,923	6,187	9,071	19,259	274,419	312,793
8. Ministry of the Interior	5,390	475	4,915	3	204	24	1,430	448	3,281	137,685	143,075
9. Ministry of Justice	930	45	885	--	376	12	317	33	192	825	1,755
10. Ministry of Education	4,332	1,593	2,739	11	71	367	445	1,215	2,223	50,292	54,624
11. Ministry of Public Health	4,083	1,710	2,373	26	159	298	786	1,386	1,428	25,995	30,087
12. Ministry of Industry	779	241	538	5	32	41	88	195	418	1,359	2,138
13. Independent Political Offices	375	131	244	1	21	6	56	124	167	1,494	1,869

(Source: Office of the Civil Service Commission)

From table 6, it may be seen that women were not prevented from obtaining high positions in the work force of the country. The smaller number of women than men in any position can be explained partly by the fact that females tend to leave their jobs before their retirement age is reached.

Several researches have been conducted to analyse the social status of females. For example, a survey of country females in 2 changwads by the National Council of females under the royal patronage of Her Majesty the Queen of Thailand together with the Faculty of Social Studies, Thammasat University (September 1977, p. 42) showed that 95% of the males surveyed answered that mothers had an important influence over their children (over their children's thinkings, attitudes and even their future) and 94% believed that husbands and wives should carry equal responsibilities towards their families (87% agreed that their wives should have equal rights in deciding family matters).

It is notable that the above survey also showed that even though country women have a somewhat lower social status than country men (this is due partly to old firmly - believed traditional values), they do not merely seek to obtain social equality but also to have the importance of women's role in developing the country acknowledged, understood and appreciated.

A study of the pattern and behaviour of Thai rural women (Educational Research Division, Department of Educational Techniques, 1977) revealed that besides going out to work, women have to divide their time for doing house-work, cooking, cleaning and taking care of their children. So it might be said that women work both inside their own homes and contribute appreciably to the financial positions of their families.

Women's interests in improving the social conditions of their communities are very evident and very much appreciated in the fields of social help. Countless numbers of women have devoted their time and efforts to bring about happiness, social relief and social justice to those in need. They are motivated by the gracious help given unselfishly by Her Majesty the Queen of Thailand throughout her kingdom. Thai women do not seek merely to improve their social status but more do they seek to have greater roles in improving their society.

Generally speaking, the roles of women in Thai society are recognized to be as important as those of males. Social attitudes and social values regarding women have been changed in the positive direction. Women are now regarded to be an important factor in the progress of the society.

Women, religions and the culture

Most Thais are Buddhists. In Buddhism, monks are regarded to be more important than nuns, so most women are contented just to be good and very strict Buddhists. They also help in religious affairs such as raising funds for building or repairing temples. Note also that the president of the World Fellowship of Buddhism Organization is a woman (M.C. Poonpisamai Disakul).

The culture of a country is deeply related to the main religion of the citizens of that country. So it should come as no surprise that Thai women are very proud followers of their ancestors regarding Thai culture and traditions. Thai women are very well known to have gracious manners as can be seen in Thai classical dancing which are undeniably beautiful to watch (and women are usually better dancers than men).

Women and politics

Before a revolution in 1932, women did not pay much attention to politics. Most were satisfied to leave politics to the men. But when the first election law was announced in 1933, Thai women become more interested in politics since the law provided men and women with equal rights to be nominated and to vote. This showed that women were not discriminated politically at all.

A report by the Department of Rural Affairs (Department of Rural Affairs, 1970, p. 128-135) revealed that in the February 1969 election the ratio of female voters to male voters was 43:56 which showed that women are also interested in political affairs. Moreover, there have been many female candidates for the positions of Parliament representatives ever since the first election in 1949. One woman was elected in that election and four women were elected in the next election which was held in 1952. 41 women applied in 1957 and 1 was elected. In the end of that year when a new election was called, 4 out of 11 women were elected. In 1969, 5 out of 32 women were elected. These clearly shows that women have always been interested in politics.

In 1973, there was a major political change in Thailand (October 14, 1973). His Majesty the King of Thailand issued a decree naming members of the national assembly. Out of 2,347 members, 128 were women. Also, when 299 members of the parliament were appointed, 19 of these were women. In 1974, 8 of the 100 selected to become members of the upper house were women.

In the last election (April 22, 1979), 9 women were elected to the 301-member lower house and 3 women were selected to the 225-member upper house.

Women and the economics

The status of women is highly related to the economics of the country. From the latest data compiled by the National Statistical Office in 1976, it appeared that 20.9 of the 41.6 million citizens were females and there were 5.4 million females in the work force or approximately 38.4% of the total work force were females. Thus girls and women do contribute appreciably to the economics development of the country.

There are several researches dealing with Thai female workers especially Thai country females where it is established that most of the Thai country females are agricultural workers. From a survey of the work force during January-March 1976 conducted by the National Statistical Office (Department of Labour, Working Status of Thai Country Females, 1976, p. 2-3), it was found that 70.2% of Thai country females were agricultural workers, 15.4% were production workers and 10.8 were traders.

Regarding the amount of time spent in working, it was found from the same survey that 51.8% of those country females who were agricultural workers or production workers worked 40-59 hours per week whereas 55.6% of those who worked to help support their families also worked 40-59 hours per week.

56.3% of working country females were those who worked without pay to help support their families, 28.2% did private work, 12.9% were private employees, 2.2% were government employees and only 0.3% were employers. 35.0% of working urban females were private employees, 28.2% did private work, 22.7% worked without pay to help support their families, 13.4% were government employees and only 0.7% were employers.

Regarding the matter of chance for advancement and equality in working, a survey by the Task Force for the Planning of Women's Development (NESDB, 1978) by 5% random sampling of factories in Bangkok Metropolitan, Samutprakarn and every region of the country, revealed that in Bangkok there were 56.44% more females workers than male workers but only 25% of the female workers occupied high level administrative positions, as may be seen in the next table.

Table - 7

Levels of factory workers in Bangkok by sex, 1978

Sex	Levels of Work									
	High - Level Administrative		Medium - Level Administrative		Workers		Not Answered		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Male	18	75	450	71.55	4452	41.56	364	45.61	5284	43.43
Female	6	25	179	28.45	6262	58.44	434	54.39	6881	56.57
Total	24	100	629	100	10714	100	798	100	12165	100

(Source: A survey of factories in Bangkok Metropolitan, the Task Force for the Planning of Women's Development (NESDB), July 1978)

From the same survey, it was found that 46.06% of working men were workers and 57.93% of working women were workers. 0.78% of the male workers have received bachelor degrees and 0.25% of the female workers have done so. Most medium - level administrators both male and female obtained vocational certificates. Those who occupied high - level administrative positions were usually bachelor degree graduates and mostly men. Regarding salary, women usually received less salary than men with the same qualifications. It was concluded that:

1. The chance for advancement of women depended not on their education but on other social limitations such as social attitudes, etc.

2. The ability and efficiency in working did not merely depend on the level of education attained.

From a survey by the National Statistical Office (National Statistical Office, Labour Census for the Whole Kingdom, January-March, 1976), it was found that there were quite a number of women who did industrial works and other type of works besides agricultural works and in fact there were women in every occupation as can be seen in the next table.

Table - 8

Employed persons by occupation and sex (whole kingdom, municipal and non-municipal areas), 1976

Occupation	Whole Kingdom		Municipal Area		Non-Municipal Area	
	Male	Female	Male	Female	Male	Female
1. Professional, Technical and Related Workers	200,550	159,420	71,280	79,780	129,270	79,640
2. Administrative, Executive and Managerial Workers	136,720	19,460	77,130	13,320	59,590	6,140
3. Clerical Workers	140,590	82,420	98,220	67,260	42,370	15,160
4. Sale Workers	637,350	814,060	313,100	329,310	324,250	484,750
5. Farmers and Related Workers	5,438,430	3,185,400	52,310	23,620	5,386,120	3,161,780
6. Workers in Transport and Communication Occupation	378,030	11,870	160,530	4,980	217,500	6,890
7. Craftsman, Production-Process Workers and Labourers	1,350,160	859,850	387,200	164,670	962,960	695,180
8. Services, Sports and Recreation Workers	215,290	185,850	106,750	133,840	108,540	52,010
9. Workers not classificable by occupation	--	--	--	--	--	--
Total	8,497,120	5,318,330	1,266,520	816,780	7,230,600	4,501,550

(Source: National Statistical Office, Employed Persons by Occupation and Sex (Whole Kingdom, Municipal and Non-Municipal Areas), 1976)

From the same survey, it was also found that there were more female unpaid family workers than male both in Municipal and Non-Municipal Areas (Female 19.70%, Male 10.18%). The next most - often found work status of women were Own Account Workers (Female 10.87%, Male 34.02%) as may be seen from the table below:

Table - 9

Employed persons by work status (whole kingdom, municipal and non-municipal areas), 1976

Work Status	Whole Kingdom		Municipal Area		Non-Municipal Area	
	Male	Female	Male	Female	Male	Female
Grand Total	8,497,120	5,318,330	1,266,520	816,780	7,230,600	4,501,550
Employers	81,180	18,740	32,250	5,840	48,930	12,900
Government Employees	619,010	209,870	257,960	109,740	361,050	100,130
Private Employees	1,690,490	867,000	520,220	285,780	1,170,270	581,220
Own Account Workers	4,700,430	1,501,130	368,810	230,330	4,331,620	1,270,800
Unpaid Family Workers	1,406,010	2,721,590	87,280	185,090	1,318,730	2,536,500
Unknown	--	--	--	--	--	--

(Source: National Statistical Office, Employed Persons by Work Status (Whole Kingdom, Municipal and Non-Municipal Areas), 1976)

Regarding the relationship between employment and level of educational attainment, it was found from the same survey that those who did handicraft works (which require only skills) were mostly women, most of those employed finished elementary education (this was true for both women and men) and most of those employed who had high - level education were men, as can be seen from the table which follows:

Table - 10

Employed persons by level of educational attainment and sex (whole kingdom, municipal and non-municipal areas), 1976

Level of Education / Number	Whole Kingdom		Municipal Area		Non-Municipal Area	
	Male	Female	Male	Female	Male	Female
- None, Kindergarten and Elementary	750,740	826,600	99,000	86,930	651,740	739,670
- Less than Pratom IV	540,950	354,360	40,550	35,300	500,400	319,060
- Lower Elementary	6,139,900	3,671,340	559,580	439,230	5,540,320	3,232,110
- Upper Elementary	329,810	143,680	121,350	54,360	208,460	89,320
Secondary, Pre-University or Equivalent						
- Lower Secondary	395,640	122,690	205,150	76,700	190,490	45,990
- Upper Secondary	49,630	17,210	38,600	14,630	11,030	2,580
- Lower Vocational	70	--	70	--	--	--
- Upper and Higher Vocational	70,900	41,310	52,270	33,940	18,630	7,370
- Academic	53,210	29,190	13,760	24,030	4,510	5,160
- Technical, Vocational	18,840	9,340	22,620	6,780	5,080	2,560
Teacher Training	88,180	83,250	320	36,810	65,560	46,440
Short-Course Vocational	320	560	4,780	560	--	--

Level of Education	Number	Whole Kingdom		Municipal Area		Non-Municipal Area	
		Male	Female	Male	Female	Male	Female
Others		9,790	2,560	22,770	820	5,010	1,740
Unknown		49,140	16,240	1,266,520	6,690	26,370	9,550
	Total	8,497,120	5,318,330	1,266,520	816,780	7,230,600	4,501,550

(Source: National Statistical Office, Employed Persons by Level of Educational Attainment and Sex (Whole Kingdom, Municipal and Non-Municipal Areas), 1976)

From the survey results, it may be concluded that the fact that most female workers received only little education might be one of the factors resulting in work in the non-productive sector (such as prostitution or other unacceptable profession) or unorganized sector (such as mobile illegal traders, servants, etc.) which are outside the jurisdiction of labour laws. So, even though Thai laws do provide, theoretically, for equality in work between the sexes, in practice there are still some discriminations against women (from firmly - established out-of-date attitudes regarding the inferiority of women, etc.) which escape the notice of responsible authorities.

Programmes to overcome inequalities

There have been several programmes aiming to improve the status quo of girls and women in Thailand. These programmes are conducted by governmental agencies, semi-governmental agencies or private enterprises, which are either working units (there are about 27 units at present) or studying and analysing units (there are about 6 units at present). The total number of programmes is about 73. Most of the programmes are emphasized on promoting various skills necessary to earn one's living, the raising of working level and various types of learning e.g. nutrition, tailoring, invention skills, family planning, etc. To be presented here are the details of selected programmes (one for each agency) concerning the raising of girls and women status level under the headings of "agencies respondible", "aims and methods", and "results of the programmes". The data presented are compiled by the Women Development Working Group of the Task Force for the Planning of Women's Development of the National Economic and Social Development Board, 1978.

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Department of Labour	1. Schools in factories. 6 months - 1 year 1 year - 1½ years	to enable female workers to read, write and make good use of their spare time.	1. exceeded expectation. 2. goals fulfilled.
Department of Community Development	2. Improving the status of females. Fiscal year 1978; every changwad.	to teach females in the country regions the skills necessary for earning one's living, to instill confidence, to emphasize the importance of females' role in the community and to support family planning. - obtaining data from the citizens. - presenting outlines of the programme. - conducting training (in the arts of tailoring, food preparing and food science)	1. exceeded expectation. 2. goals fulfilled. 3. group members had higher standard of living.
Department of Public Welfare	3. Parkgred home for girls. Permanent programme to train, educate and help former prostitutes, following a policy of the government.	to cure former prostitutes, give them career training, teach them moral values, change their attitudes, obtain jobs for them and to give guidance to families having one or more daughters in order to prevent them from being	1. exceeded expectation. 2. goals fulfilled. 3. reduced unemployment problems, crime rate and the number of allured females.

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Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
		allured for immoral purposes.	
Bangkok Metropolitan Municipality	4. Training in family hygiene and primary public health for old-type midwives. 6 months - 1 year	to enable old-type midwives to provide family planning service, be familiar with child hygiene and primary public health, through lecturing, demonstrations, group discussions, on-the-spot observations and actual practices.	1. as expected. 2. goals fulfilled. 3. birth rate decreased.
Ministry of Education Department of Educational Techniques	5. A study of the pattern and behaviour of Thai rural women. A research project.	to study the pattern and behaviour of Thai rural women.	1. as expected. 2. goals fulfilled. 3. the data revealed the economic condition and social condition in the country, problems and obstacles and ways to overcome them.
Department of Teacher Training	6. Teacher training and educational service. More than 2 years.	to teach health and hygiene to children, teach housewives how to make use of their free time, family planning and career training. - demonstrations, lectures and actual practices in the	1. exceeded expectation. 2. goals fulfilled. 3. the children were healthier and the families earned more money.

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
		village.	
Family Planning. Association of Thailand	7. Women's better living. More than 2 years.	to improve the standard of living of country females and to spread the knowledge about family planning. - training in family planning, how to use local resources and how to be good village leaders.	1. exceeded expectation.
Department of Agriculture Promotion	8. Teaching home agriculture to groups of agricultural housewives. More than 2 years.	to enable agricultural housewives to have better knowledge about home agriculture, health and hygiene, to earn more and to exchange ideas. - surveying problems. - training home agriculture officers.	1. exceeded expectation. 2. goals fulfilled. 3. the families had better incomes, helped one another and exchanged ideas.
Office of University Affairs NIDA	9. Ideals of leading females in the Thai society. 20 months.	to study Thai leading females regarding their levels of knowledge, their understanding of and their beliefs in the social system, their attitudes towards development, their opinions	(not stated).

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
		about the responsibilities of females in the society and to determine whether different backgrounds would result in different ideals. - surveying and interviewing.	
Khon Khaen University	10. Improving the conditions of country women and children in Khon Khaen. More than 2 years.	to encourage country females to unite into groups, teach them health, hygiene and child development. - extra-curriculum activity for university students. - training in community health and hygiene (food science, recreation and career training).	1. goals fulfilled.
Mahidol University	11. The status and role of females in the work force in the north as compared to the males. A regional research.	to compare the status and roles of females in the work force in the north during 1960-1974 with those of the males.	(not stated).

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Sri Nakarin Wirot University	12. Patterns of child rearing by low-income mothers residing in the urban. 1-1½ years.	to determine the patterns of child rearing by low-income mothers residing in the urban, compare the difference between working mothers and non-working mothers and to study the environmental conditions and other factors affecting the process of training a child to get along with others in the society. - interviewing.	1. as expected. 2. goals fulfilled. 3. the mothers realized their important duties of raising and educating their offsprings.
Mae Jo Institute of Agricultural Technology	13. Teaching Thai culture and other arts to female youths and housewives in the country. 1-3 months.	to teach food science, tailoring, houseworks, how to behave gracefully and how to develop the village and the society. - training and demonstration.	(not stated).
Chiengrai society for the promotion of female culture	14. Providing residence for female students. Have done so for 9 years and will continue indefinitely.	to help female students from other ampurs or from the country obtain a safe place to stay, teach them to behave gracefully and promote health and hygiene. - providing cheap residence for female students.	1. as expected. 2. goals fulfilled.

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Society of Female Secretaries of Thailand	15. Raising the standard of secretaries. A seminar.	to raise the standard of secretarial profession and to exchange experiences between secretaries. - secretarial training, lecturing by senior members.	1. goals fulfilled. 2. promoting the efficiency in working.
Taak Society for the Promotion of Female Culture	16. Promoting activities for female youths in the country. 1-3 months.	to teach knowledge and skills, unite female youths and teach them traditional values. - theory and practice.	1. less than expected. 2. goals fulfilled. 3. the trained youths were able to help their families and their communities.
Ranong Society for the Promotion of Female Culture	17. Career training for female youths. 1-3 months.	to enable female youths to help their families. - career training by teacher volunteers.	(not stated).
Promoting Female Status Group	18. Seminars for female workers. 5-7 days	to enable female workers from various industries to learn their rights. - seminars	1. as expected. 2. goals fulfilled.

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
		- discussions - lectures.	
Mahasarakam Society for the Promotion of Female Culture	19. Promoting the careers of mulberry planting, silk worm breeding and silk weaving. 6 months-1 year.	to enable country folks to earn extra money and preserve local arts and culture. - demonstrating silk weaving at the governor's mansion. - buying finished products from the country folks.	1. less than expected. 2. goals not yet fulfilled.
Foundation for Helping Thai Muslim Orphans of Thailand	20. Promoting education and religious fellowships. More than 2 years.	to help orphans regardless of races or religious beliefs and to educate them both academically, culturally and morally. - surveying orphans and youths in Yarnnava and giving academic help to those needing it.	1. exceeded expectation. 2. goals fulfilled.
Chaiyabhum Citizens Society	21. Promoting female well-being. More than 2 years.	to teach female youths the arts of tailoring, weaving, food science, health and hygiene, morality and culture.	(not stated).

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
		- training in tailoring - lending animals for breeding purpose.	
Institute of Thai Nuns Foundation	22. Training nuns for charity work in the country and teaching Buddhism to female youths on Sundays.	to enable the nuns to disseminate religious doctrines and useful careers and to enable female youths to learn about and practice Buddhism. - teaching 4-6 years old children (houseworks, morality and mannerism).	1. as expected.
Pitsanulok Citizens Society	23. Promoting useful careers and helping females. 1-3 months.	to teach country girls additional knowledge about useful careers, how to make good use of their spare time, health and hygiene and the importance of unity. - career training suitable to local conditions. - disseminating knowledge about family planning and cancer.	(not stated).

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Societal Help Council and Member Organizations			
Promoting Female Well-being Board	24. Raising the level of education of country females. - training in the 3-month period between 2 consecutive farmings.	to give additional knowledge to country females in the areas of general knowledge, tailoring, food science, health and hygiene, morality and culture. - providing materials and trainers.	1. goals partially fulfilled. 2. prevented females from being allured for immoral purpose and established the right attitudes in the hearts of country females.
Female Doctors Society of Thailand	25. Detecting cancer in the primary stage in females. More than 2 years.	to detect cancer in the primary stage in females and to advise methods of curing. - examining, analysing, curing, internal examination and breast examination.	1. less than expected. 2. goals fulfilled.
Lawful Careers Foundation	26. Career training in female tailoring. 3-6 months.	to teach females the art of tailoring. - theory and practice.	1. as expected. 2. goals fulfilled.

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Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Society for the Promotion of Female Culture, Changwad Pranakorn-Sri-Ayuthaya	27. Career training for country females. More than 2 years.	to teach country females how to make good use of their spare time, morality, culture, the importance of unity and to prevent them from being allured for immoral purpose. - teaching tailoring, food preparing, health and hygiene, home nursing, agriculture, arts and culture.	1. as expected. 2. goals fulfilled. 3. decreased number of allured females.
Female Culture Society	28. Volunteer doctors for developing villages. 1-3 months.	to provide primary medical service and give medical advice. - surveying the need of the villages. - selecting personnel.	1. exceeded expectation. 2. goals fulfilled. 3. decreased number of accidents and decreased the severity of diseases.
Female law Graduates Society of Thailand	29. Teaching laws to members and other interested persons. 1½ - 2 years.	to give interested parties additional knowledge and propose suggestions for revising some laws which are no longer suitable. - providing library service and training. - lectures and discussions.	(not stated)

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
Career Promoting School	30. Career promoting for housewives and youths. 6 months - 1 year.	to teach housewives and youths how to make good use of their spare time, to use Thai products and materials and to receive low-income earners for training. - short-term career training. - training some to be trainers in the future.	1. as expected. 2. goals partially fulfilled. 3. increased income for those trained.
Female University Students Society of Thailand	31. Primary development. 3-6 months.	to train females in the arts of child minding, tailoring, knitting and embroidering.	1. as expected.
Samutsakorn Female Society	32. Establishing groups of housewives and youths. A continuing programme.	to solve problems in the rural society. - providing social services such as health service, giving food and clothing, lending funds to help start careers and establishing cooperatives. - promoting careers by specialists and demonstrations. - giving additional knowledge in the fields of laws, civic duties, mannerism, preserving natural resources, food science and inventions.	1. as expected. 2. goals fulfilled. 3. supported various policies of the state.

Agencies responsible	Name, type and duration of programme	Aims and methods	Results of the programme
National Council of Females	33. Promoting the well-being of females and youths. - via radio and television. 1½ - 2 years.	to raise the living standard of females and youths, educate, establish morality standard and suitable attitudes, eliminate problems and effect social safety. - giving advice, providing guidance, arranging trainings and seminars.	1. as expected. 2. goals fulfilled. 3. social well-being effected.

Country study of one programme

The Fourth Development Plan lays down some educational measures to eliminate obstacles hindering educational opportunities for girls and women by emphasizing the following:-

1. Follow-up study courses for women in the rural area to enable them to participate more effectively and with more responsibility in local development activities.

2. Out-of-school education for women which will emphasize the principle of equality between men and women.

Regarding professional advancement and salaries, even though the law states that men and women have equal right with respect to occupation and pay, it appears, by some research results as discussed earlier, in practice that women are discriminated against. A report by the Women Lawyers Association of Thailand summed up thus: "Men and women have equal rights, by laws, to work and to receive all benefits associated with their occupations but in practice, women are still taken advantage of, due to out-of-date traditional values, sexual difference, etc." The Fourth Plan provides several measures to eliminate this difference, stating as follows:

1. Men and women will be given equal chance for promotion in governmental services and the number of female staff will be increased. Measures will be applied to ensure equal pay and security for women and men.

2. Government agencies and private institutions will be encouraged to co-operate in organizing training courses for women in order to enchance their skills in accordance with local needs.

3. Laws that prevent fair and equal treatment of women and men are to be revised and modified. Legislations to protect female workers in various occupations are to be passed.

4. Criminal punishment will be made more severe and suppression will be intensified for those who force or lure women into illegal occupations.

To increase women's roles in the society, short-term and long-term plans have been set up as follows:-

1. Short-term plans consist of training courses for women. They are to be organized in community development areas in 70 changwads. The courses will include food and nutrition, cottage industry, family development in agricultural society, the forming of interest groups and family planning. There are provisions for short training courses for young girls to give them better education and production skills for future vocations.

2. Regarding the medium and long-term plans, sub-committee on Woman and Child Development of the Executive Committee of the NESDB has been set up. The process of setting up the national committee on Woman and Child Development is under way. The NESDB will co-operate with the committee in formulating medium and long-term plans.

From the layout of the Fourth Development Plan, it may be seen that out-of-school education for girls and women are emphasized as it should be. It is very necessary to provide training courses for girls and women in order to improve their living status and thus also improve the economics of the country.

The programme to be presented here is being conducted by the Department of Community Development, Ministry of the Interior. It is a programme to provide additional knowledge to girls and women and teach them extra skills so that they would be able to earn more living, become more efficient and increase their status, thus supporting the Fourth Plan. This programme, under the responsibility of a governmental agency, is seen fitting to the present situation of Thailand. Translated from a document by the Department of Community Development, as presented to the NESDB, the features of the programme are as follows:-

Problems:

Most country people especially housewives and female youths, lack education. They have low incomes and do not know how to make good use of their spare time. Their houses are usually not orderly and not sufficiently hygienic. Most of them have a lot of children and do not work near their homes, thereby causing family problems. The Department of Community Development aims to improve the standard of family life by training housewives and young females to enable them to earn their living efficiently and making them realize the importance of their roles towards the development of their own country both economically and socially. A plan for female development (1977-1981) is thus drawn conforming to the NESDB's Fourth Plan.

Aims:

1. To improve the skills of country housewives and female youths in tailoring, food preparing, family industry and agriculture.

2. To make females realize the importance of their roles in their families and their communities and to instil self-confidence in dealing with family problems.

3. To make the general public realize the necessity of family planning.

Principles:

1. Consider the need and interest of local citizens and the development plans of each changwad and each ampur when making training plans which should conform to the National Economic and Social Development Plan.

2. Give first consideration to groups of housewives and groups of female youths and make use of village developing centres or career developing centres wherever available.

3. Let official units, other organizations and local leaders participate fully in and be responsible for the various activities to be conducted.

Procedures:

1. Train groups of females by uniting them into groups according to their ages or their interests. Give first consideration to the needs and interests of group members but also teach basic general knowledge and how to make use of local resources. The training duration should depend on the type of activities to be conducted but should not be less than 1 month. There should be some follow-up of the training in order to make sure that the groups could proceed confidently.

2. Train female youths by selecting representatives from various changwads and giving than 4-month training (50 females at a time). The trained females would go back home and teach their neighbours.

3. Teach family planning to everyone undergoing training under each project of the Department of Community Development and select housewives' leaders for special training in family planning so that they can spread knowledge about family planning to their neighbours.

4. Select families in developing zones for special training to become developed families.

Persons responsible:

1. Developers from the Department of Community Development

2. Community Development Specialists (provincial level)

3. Community Development Specialists (regional level)

Scope and duration of operation:

Every changwad with declared developing regions, 1977-1981.

Budget:

To be stated in the fiscal budget for each year.

Evaluation:

1. The official responsible will report the progress of each project.

2. Officials from the Research and Evaluation Division and the Operational Division will evaluate the progress of each programme at various stages to find drawbacks and remedy them.

Expected outcomes:

1. The country people, especially housewives and female youths, would improve themselves and their surroundings and the standard of living would be raised.

2. The country people would become healthier.

3. Females or groups of females would learn about how to work as administrative groups, about the social conditions, the environments, community problems and how to solve problems which can be solved.

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1. Opening of the Meeting

2. Election of officers of the Meeting and consideration of the Schedule of Work

3. Presentation of Country Studies

4. Discussion of matters arising from a synthesis of Country Studies. This to include a review of factors (social, cultural, economic etc.) affecting the provision of and access to educational opportunities for girls and women.

5. Discussions of future action to overcome obstacles to equality of educational opportunity for girls and women. This to include:

   (a) Possible national research to result in a better understanding of the problem and development work to prepare better programmes to overcome obstacles.

   (b) Possible national programmes to overcome obstacles to equality of educational opportunity.

   (c) Possible co-operative regional action and follow up of national activities in the field of provision of and access to educational opportunities for girls and women.

6. Consideration and adoption of the report of the Meeting

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